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ABSTRACT

This study examines issues concerning inclusion in Canadian postsecondary education, especially educational programming and practices that enable adults with intellectual disabilities to participate and learn in regular classes in community colleges or vocational training colleges. The book first frames education as a human right and then explores the legal and policy context for inclusive postsecondary education in the Canadian provinces. Chapters examine the practice of inclusion, the systems of supports for instructors and students, and the means of overcoming key obstacles in the promotion of inclusive postsecondary education for people with intellectual disabilities. Based on a survey of 40 community college educators and interviews with 35 educators and parents, the book contends that instructors and college administrators are more likely to promote inclusion in the presence of: support networks for teachers; inservice instruction by community agencies; disability awareness workshops; professional development sessions; story sharing among teachers and families; and team approaches to individualized programming and accommodation. Barriers to inclusion are identified, including student loan penalties for students with disabilities who take a reduced course load, and certification and accreditation requirements. The implications of Canadian federal budget cuts to postsecondary education are examined. Appendices contain notes about the study's methodology and statistical tables of study results. (Contains approximately 100 references.) (DB)

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BUILDING BRIDGES

Inclusive Post-Secondary Education for People with Intellectual Disabilities

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Building Bridges

Inclusive Post-Secondary Education for Persons with Intellectual Disabilities

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Canada's National Institute for the Study of Public Policy Affecting Persons with an Intellectual Impairment and Other Disabilities

The Roeher Institute is Canada's policy research organization promoting the equality, participation and self-determination of people with intellectual and other disabilities, by examining the causes of marginalization and by providing research, information and social development opportunities.

To fulfill this mandate, The Roeher Institute is engaged in many activities: research and public policy analysis; publishing; information dissemination; and training, education and leadership development.

The Roeher Institute acts as a centre for the development and exchange of ideas, all of which are founded on a new way of looking at disability and society. It critically examines issues related to the well-being and human rights of persons with an intellectual impairment and other disabilities. Based on its examination of these issues, The Institute raises awareness about the barriers that affect people's full participation and prevent them from exercising their rights. The Institute also presents policy and program alternatives.

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Foreword

Only a generation ago, having an intellectual disability meant being shut away in the family home or, if you weren't so lucky, being sent off to a big institution.

If you were lucky and lived at home, you might have gone to a segregated school or taken "special" classes, if you went to school at all. Then, if you were lucky, you went to a sheltered workshop until your parents were too old to help you out. Then you went to an institution or, if you were lucky, to a group home. People had few other options.

It is now a generation later and the situation is changing. More and more children and youth with intellectual disabilities are taking their places in regular classrooms in regular schools. Their teachers are learning to be better educators because they are discovering how to teach all learners, not just the brightest.

An entire generation of children and youth with intellectual disabilities expect to live in, and take part in, their communities. They want jobs so they can live in their own apartments or houses. Their families share these dreams. Parents want to see their children with intellectual disabilities move into adulthood with success, valued by others, making a contribution and becoming as independent and confident as possible.

Recent changes in our society that have brought these new possibilities have also brought new obstacles. It is becoming increasingly difficult for most people to realize their dreams, to find a good job and hold onto it, to make

ends meet. The social safety net no longer catches everyone who falls through the cracks of the labour market.

Even highly skilled people rush to upgrade their skills, to make themselves more marketable, to adapt and survive. In this rush, the competition for post-secondary education is fierce. Increasingly, it is becoming the preserve of the brightest and the wealthiest.

Yet, some post-secondary institutions are resisting this trend. They recognize the importance of lifelong learning in our fast-moving world. They sense an obligation to ensure that all who need access to post-secondary programs have a chance, including those who may have difficulty learning. These places of higher learning are taking risks, confident that everyone who is motivated can learn. In doing so, they are addressing serious issues, such as the fact that 70 per cent of working age people with disabilities have not completed high school, a great many having less than Grade 5 education. They tend not to rate their literacy skills highly. The vast majority of people with intellectual disabilities who have less than Grade 5 education are without jobs. Many continue to live with parents. Roughly half live below the poverty line. Ordinarily, such persons would not even be considered eligible for post-secondary training.

The institutions that have accepted these people are helping to build bridges between the world of isolation, poverty and exclusion and the world of inclusion, membership and contribution.

Accordingly, the aim of this study is to shed light on how these places of learning are building those bridges. How are they designing accessible, suitable programming? What are they doing in the classrooms and to curricula to make knowledge more relevant and accessible? How is the learning environment organized? What are the legal and policy levers

that support those undertakings? How can our society and our institutions of learning ensure that all learners develop their full potential, regardless of ability or learning style?

This study was conducted with the full understanding that education is no guarantee of happiness, security or success. However, it is becoming clear that, without the skills that come from a good education, people will be disadvantaged in society. People who have been labelled disabled and who lack access to educational programming will be that much more disadvantaged.

To post-secondary educators, counsellors and administrators who took part in the study, we would like to extend our thanks. We would also like to acknowledge Human Resources Development Canada, without whose financial support the project could not have been completed.

Finally, we acknowledge the many people with intellectual disabilities who have been struggling to gain access to quality programming in the post-secondary system. This has been a challenge. Many regard it as the new frontier for social change. It is hoped that this book will be a useful tool to all the stakeholders in post-secondary programming, so we can work towards a system that is more inclusive and effective for all learners.

Cameron Crawford
Assistant Director

Executive Summary

This study reveals many of the barriers that prevent people with disabilities from taking part in post-secondary education or vocational training. The study shows that criteria for, and attitudes towards, admitting a student with an intellectual disability were influenced by the role of the post-secondary institution in the community. Colleges that viewed themselves as small-scale universities said they had more rigid competency-based admission criteria. These colleges were concerned about potentially "watering down" their academic credentials should they accept students with intellectual disabilities. Post-secondary institutions that embraced a broad definition of learning, beyond the purely "academic", were more flexible in their admission criteria and were open to accommodating students and modifying programs, course structure and materials.

The study reveals that negative attitudes of instructors towards inclusion of students with disabilities were rooted in fear, lack of understanding of disability issues and lack of knowledge about inclusive practices. Essentially, instructors and college administrators were more likely to promote inclusion if the following existed: support networks for teachers; in-service instruction by community agencies; disability awareness workshops; professional development sessions; story sharing among teachers and families; and team approaches to individualized programming and accommodation.

Funding of post-secondary education comes from both federal and provincial sources. It was found that funding structures for inclusive post-secondary education perpetuate segregation and labelling. In order to obtain funding to support students with a disability in post-secondary education, a college must have a program designated for students with disabilities — a special needs program. Many students coming from inclusive elementary and high schools were not willing to be "programmed" into a special needs class at the post-secondary level — a practice that would only perpetuate their being labelled by the system. Evaluations to renew funding are primarily based on a rehabilitation model where the progress of the student is measured in terms of his or her disability without regard for the individual's sense of accomplishment. For example, funds from the federal Vocational Rehabilitation (VR) programs encourage assessments done from a vocational rehabilitation model.

The system of student loans has been recently revised. Major banks and other lending institutions are now replacing the Canada Student Loans. It may be too early to identify the implications of this new system. However, it is worth noting the effectiveness and limitations of the previous system and their potential to reappear in the new system.

Under previous provisions for most student loans, students with disabilities were penalized for taking a reduced course load, with little consideration for the reasons a student may need to assume part-time status. Students with disabilities may have to take fewer courses and may need more time to complete their studies because of their disability. Penalties were reported as a barrier to obtaining funding.

In order for the student to make a successful transition from the education system to the community and the labour market, it was suggested that transition planning take place.

Interviews revealed that when students took part in transition planning prior to entering the post-secondary institution, the process was beneficial in fostering self-determination and decision-making skills. People identified the creation of partnerships among secondary schools, post-secondary institutions, families, businesses and community support agencies as an essential component in transition planning.

Few programs will certify a person with a disability upon graduation from a vocational program. In these situations, students with disabilities are accepted into the program but do not take all the courses and do not qualify for certification according to the institution's policy. The person then has difficulty finding a job without that certification. There are few jobs for people who are not certified and who are competing against fully certified students.

One option has been to give these students a transcript of courses taken and skills mastered. However, interview respondents alluded to the fact that employers were more likely to hire a student with a college certificate or diploma over a student with a transcript and list of acquired skills. On the other hand, interview respondents said employers were more concerned about the general abilities of a prospective employee rather than the specific skills obtained. Employers seemed to feel that a student who participated and learned skills in an inclusive college environment over two-year period was a candidate for employment.

There are, however, alternatives to current certification and accreditation of students with disabilities, upon graduation. One possibility is to give an individual with a disability certification for a specific occupation on the condition that he or she receives specific disability-related supports such as an assistive device or an attendant worker.

Overall, the study made it clear that governments, businesses and employers cannot afford to discriminate against persons based on their work competency levels. As a way of helping each individual realize his or her potential in the job market, many colleges are becoming institutions that provide a variety of learning options for people's diverse learning needs.

Introduction

Promoting inclusion in post-secondary education is part of a larger process in which families and communities enable the participation of persons with disabilities in all aspects of community living. Inclusive education is critical for persons with an intellectual disability to participate in the social and economic lives of their communities (The Roeher Institute, 1992a). Post-secondary education for people with disabilities has provided a transition setting for people leaving institutions to live and work in the community and for people leaving secondary school to join the workforce.

Efforts to include persons with an intellectual disability in post-secondary education across Canada raise a number of questions. What are current initiatives to include people with an intellectual disability in post-secondary education? What are the barriers that prevent people with an intellectual disability from gaining access to post-secondary education? Where successful inclusion is occurring, what factors account for the success? What are the factors that facilitate transitions from post-secondary education to employment? This study was conducted to answer these questions.

The term "inclusion", for the purposes of this study, represents a different stage in the development of education systems than integration. To many involved in the field of education, the words "integration" and "inclusion" are interchangeable. However, integration has been used to refer to a parallel system of primary and secondary education that advocates having children and youth with intellectual

disabilities in close physical proximity to peers of their own age. This has led to a system of special education classes in regular schools and special schools in residential neighbourhoods. Some may consider this to be integration. Others call it "segregation in a community-like environment".

In contrast, inclusion precludes the concept of "special schooling". Inclusive education represents a move towards a system in which individual talents, capacities and aspirations are fostered. It is a system in which these differences are acknowledged without the student being segregated or condemned. Inclusive practices in education promote the right of all students, not just those with a disability, to an education that acknowledges their different learning needs, styles and rates, accommodating these in an inclusive environment.

According to Snyder (1993), integration reflects

> the provision of education to adults with cognitive disabilities through enrolment in mainstream courses or programs alongside their non-disabled peers with the added support services and curriculum modifications necessary to ensure satisfactory outcomes. Segregation refers to the education of adults with cognitive disabilities through enrolment in courses serving adults with cognitive disabilities exclusively. Transitional integration refers to programming that includes both integrated and segregated learning situations as a transitional stage leading toward full integration.

What is integration to one person may be segregation to another. Inclusive practices serve to include students with varying abilities in the same class. It is also commonly referred to as opportunities for students with disabilities to mix with

students without disabilities, inside and outside regular classes. For the purposes of this study, inclusion takes integration a step further. Integration promotes the presence of the person with a disability in a regular class rather than in special schools or classes. Inclusive practices work to help the student gain a sense of belonging in the classroom and build relationships with peers and learn context. Some colleges are strict as to who they accept, admitting people according to traditional, purely academic criteria. Others have maintained flexibility in their admission criteria, expanding the mandate of the community college beyond instruction in traditional academic subjects.

This book builds on earlier studies of "mainstreaming" and alternatives to "special education" at the primary and secondary levels (Lipsky and Gartner, 1989; Little, 1985; Richler, 1991; The Roeher Institute, 1992b; Skrtic, 1991). Earlier studies identified a commitment to inclusion by teachers, families and students as the key element of effective programs and policies (The Roeher Institute, 1992a). A study on Canadian employment-related supports and programs for people with disabilities revealed that access to the labour market is affected by education and availability of supports, rather than disability or severity of disability (The Roeher Institute, 1992b). Furthermore, tenuous links between adult literacy and skills training programs perpetuate the long-standing practice of placing people with disabilities in sheltered employment settings (The Roeher Institute, 1991). When there are effective bridges between learning, both formal and informal, and elements of community life, social and economic participation and sense of community are enhanced (The Roeher Institute, 1993a).

The purpose of this study is to present issues concerning inclusion in post-secondary education, barriers and benefits,

as well as programs and practices that promote inclusion in post-secondary education. The focus of the study is educational programming and practices that enable adults with disabilities to participate and learn in regular classes in community colleges or vocational training colleges.

This study first frames education as a human right and then explores the legal and policy context for inclusive post-secondary education in the provinces. Chapters examine the practice of inclusion, the systems of supports for instructors and students and the means of overcoming key obstacles in the promotion of inclusive post-secondary education for persons with intellectual disabilities.

Chapter 1.

Putting Inclusive Education in a Wider Social Policy Context

Post-secondary institutions are important and influential in society. They are part of the continuum of institutions where people not only learn skills and ideas, but also form values and attitudes. Schools are a place where children and adults, by sharing their learning environment with people who are different, may have a better chance to learn to tolerate, accept and value differences among people. Future generations, after coming through an education system where differences among people are welcomed and celebrated, may, when they are in positions of leadership, create a society where everyone is treated with respect and dignity.

Governments and judicial systems are beginning to formulate laws and policies within a context of human rights. The *Canadian Charter of Rights and Freedoms* and human rights legislation create a basis from which all laws, policies and institutions can be developed. According to this basis, legislation must be free from discrimination, make allowances for diversity and recognize that all people have the right to equal opportunities.

Increasingly, people are not allowing governments to act unilaterally or dominate their lives. People want to participate in decisions that affect their interests (McCallum, 1993). Governments are beginning to respond to this public interest in, and demand for, process and involvement. They are incorporating the public's demands and needs in the development of policies in order that the well-being of all citizens is addressed (The Roeher Institute, 1993b). One practice that ensures well-being of all people is their inclusion — irrespective of disability or difference — in the institutions and opportunities of our society. Education laws and policies are also being developed within this context of human rights, equal opportunity and inclusiveness.

Principles that can be seen to support the *Charter of Rights* and much of the policy development, human rights legislation and case law are self-determination, democratization and equality. Many schools may already be implementing these principles to varying degrees but identifying them differently. Although elementary and secondary schools have been implementing these principles, post-secondary institutions have only recently begun to consider applying these principles in their settings. Case law demonstrates how these principles have been used to defend a student's right to be included at the elementary and secondary school levels. To date, there are, however, no cases demonstrating their use in the post-secondary system.

Some colleges are working towards the exercise of choice for all students, such as choice in courses and activities. However, the principle of self-determination goes beyond freedom of choice. Some students require supports to make decisions and exercise their self-determination (The Roeher Institute, 1993b; 1994).

Supporting students to be truly self-determining is one way that the education system can contribute to social well-

being and the recognition of, and respect for, diversity. Democratic decision making and planning is the second way they can make this contribution. When teachers practice democratized decision making and planning processes in the schools, they can contribute to a respectful recognition and accommodation of one another's differences. They can then accommodate individual needs as well as people's aspirations (Benhabib, 1986).

Democratization in inclusive post-secondary education would include processes whereby individuals with disabilities would be supported to participate in decision making regarding what they learn, why and at what level.

Equality is the third principle upon which laws, policies and programs developed within the human rights context are based. Equality can be argued to reflect the principle of sameness. However, in appreciating that we are all different, an alternative interpretation is to frame equality in terms of giving equal recognition to our differences (MacKinnon, 1985; Taylor, 1992). The movement to promote equality for all citizens, therefore, encompasses this respect for diversity in all aspects of our daily lives. Enabling equality in post-secondary education means recognizing the differences among students and providing equal benefit and opportunity to all people.

As these principles are promoted and adopted, educators are inevitably beginning to critically explore issues such as self-directed learning, separate curricula to accommodate people's needs and the issue of how modified curricula affect the value of diplomas and degrees. They are considering whether specific curricula are useful and meaningful in people's lives and suitable to their individual levels of ability and interest. Educators are exploring issues of how to accommodate people's higher expectations as they discover their own abilities. They are considering people's choices and

how those choices evolve as people gain experience and confidence in decision making. Researchers, academics and practitioners are grappling with the dilemma of how to incorporate recognition and accommodation of differences and equality of opportunity in the classroom. Some have argued that equality in education should be manifested in the practice of providing different treatment in the light of individual needs. Furthermore, difference can be seen as diversity among groups rather than as unique qualities of individual people.[1]

Promoting the Right to Inclusive Post-Secondary Education in Provincial and Federal Contexts

In Canada, provincial policies on education, provincial human rights legislation and the guarantees of equality under the *Canadian Charter of Rights and Freedoms* all interpret the term "inclusion" in different ways. The complexity of providing equal opportunities in education within a context of differences is faced by practitioners in the educational system and the justice system. An understanding of policies, which provide statements and definitions of terms such as "equality" and "discrimination", is vital to enabling the inclusion of people with intellectual disabilities in post-secondary education and in society as a whole.

Provincial education acts

The inclusive policy that exists at the provincial level for primary and secondary education is not in place for post-secondary education. There is no current provincial legislated policy addressing inclusion of persons with

intellectual disabilities in post-secondary education in Canada. From province to province, policies on inclusion are being developed to different degrees and in a variety of ways. Although the policies may be open to different interpretations, they are, in many ways, creating opportunities for policy makers, administrators and teachers to take a leadership role in helping to set up inclusive educational environments.

Every provincial and territorial government in Canada has an *Education Act* or *School Act* to govern the provision of education at elementary and secondary levels. The majority of legislated educational rights are found in regulations of the *Education Act* in each province. These Acts, however, differ in perspective and content and their language remains open for interpretation in the courts of law. For example, Ontario's Bill 82 encourages inclusion in elementary and secondary schools but does not formally require it (Porter and Richler, 1991). In contrast, Bill 85 in New Brunswick requires school boards to integrate students with disabilities in regular classrooms (Roeher Institute, 1992).

The various provincial *Education Acts* provide definitions of disability in the educational context and provide the premise for which children with disabilities are either included or excluded from regular, non-segregated classrooms. British Columbia, Manitoba, New Brunswick, the Northwest Territories, Ontario, Prince Edward Island, Quebec, Saskatchewan and the Yukon provide for universal access to education irrespective of disability (Smith, 1994). Newfoundland provides exceptions for students with severe disabilities and Nova Scotia provides exceptions for all students with disabilities.

Section 144(1) of Saskatchewan's *Education Act* presents education for persons between the ages of six and 21 years as a right to attend school where she or he lives "and to

receive instruction appropriate to his age and level of educational achievement and in courses of instruction approved by the board of education in the school or schools of the division" (R.S.S. 1978, suppl., c.E-01). In contrast, the Newfoundland *School Act* requires school boards to develop class instruction which provides for "the means of instructing children who for any physical or mental cause require special classes" [section 11(b)]. The Newfoundland *School Act* does not promote inclusion, nor does it frame education as a right. In fact, it makes provisions for excluding students with a physical or intellectual disability from attending school altogether. The school board is given the right to have a medical professional examine a pupil

> suspected by a teacher to be suffering from a communicable disease or other physical or mental condition inimical to the health or welfare of the other pupils or suspected to be so mentally deficient as to be incapable of responding to class instruction by a qualified teacher, and upon the medical practitioner certifying the existence of the disease, condition or deficiency, exclude the pupil from school until a certificate is obtained for that pupil from a qualified medical practitioner permitting his or her return to the school (section 12).

The Nova Scotia *Education Act* specifies that a child's right to education is subject to the Act and is limited by the general regulations: "Special education programs and services ... be prescribed by the Minister for physically or mentally handicapped students between the ages of five and twenty-one who are capable of benefiting from such programs and services" (section 6). Under the Act, no provisions have been made that give the right of appeal. Consequently, these restrictions can permit a general exclusion of students with disabilities from schools (Smith, 1994).

Provincial human rights legislation

Each province in Canada has adopted a human rights code that provides a position on education and disability. Each provincial human rights code is intended to protect people from discrimination by groups and individuals in the public and private sectors in employment, accommodation and the provision of goods and services to the public (Smith, 1994). Furthermore, all provincial human rights codes cite that physical and intellectual disability (called "mental disability") are prohibited grounds for discrimination. This means that discriminating against someone because of their disability is in violation of standards for non-discrimination under the human rights codes and, as such, can be contested in court. However, Manitoba, British Columbia, Northwest Territories and Quebec do not define the term "disability" in their codes. In the provinces that do define it, the scope of detail of the definition varies. Only the New Brunswick *Human Rights Code* makes a distinction between physical and mental disability. The New Brunswick Code defines "mental disability" as:

(a) any condition of mental retardation or impairment;

(b) any learning disability, or dysfunction in one or more of the mental processes involved in the comprehension or use of symbols of spoken language; or

(c) any mental disorder.

The provinces of Ontario and Nova Scotia both stipulate in their human rights codes that disability can be either a perceived or an actual condition. This broadens the scope of protection against discrimination on the grounds of disability.

The concept of "undue hardship", which appears in the human rights code for Saskatchewan, also appears in the inclusion policies of post-secondary institutions. Some institutions would allow persons with disabilities into their college as long as the student did not create undue hardship for him or herself or his or her peers.

Ontario human rights legislation grants students equal access to education. This piece of legislation, however, covers only those students who fall under one of the disability areas covered by the Ontario *Human Rights Code*. These categories are physical, emotional or learning disabilities. Therefore, acceptance of a student with an intellectual disability in a community college in Ontario is largely left to the discretion of the college itself.

Developing provincial policies on inclusion

Some provinces are still developing policies to promote inclusive educational environments without specifically legislating inclusion. The Nova Scotia Department of Education, for example, recently drafted a policy manual for establishing student services, supports and programming. The document also touches on the need to include the wider community in educational decision making. According to the document, this could be achieved by developing partnerships among community service agencies, departments, local businesses, parents and family support networks. The document states that transition planning is a key for promoting the inclusion of persons with disabilities in the community with the cooperation of educational institutions, businesses and families (Nova Scotia, 1994).

The Ontario Ministry of Education conducted a Review of College Programs for Adults with Developmental Disabilities. The purpose of the review was to advise the minister regarding college programs for adults with intellectual disabilities, following an assessment of current programs across the province. The ministry set out to examine:

- the nature and extent of demand for college programs for adults with intellectual disabilities;
- the roles of colleges and other program and service providers in meeting needs identified;
- the effectiveness of the different program structures;
- funding implications, responsibilities and mechanisms.

There was no support, among the reviewers, for a single province-wide model for providing programs to adults with intellectual disability. Although there was very little in the report that reflected current inclusive educational practices, the report did emphasise that colleges must "participate in responding to the educational needs of those with disabilities" by viewing themselves as "part of a spectrum in the provision of educational and other services to adults with developmental disabilities" (Mouritsen, 1995).

Having provinces mandate inclusion in elementary and secondary schools has met with controversy. The question needs to be asked: What is the role of the government in promoting inclusive education in schools and post-secondary institutions? Some people and groups have argued that provincially legislated inclusion for post-secondary education has its difficulties. As one parent from Ontario stated, "You

cannot legislate attitudinal change." In addition to government participation, changes in attitude are needed in order to develop inclusive educational policy at the provincial level.

Inclusive Education as a Human Right

Democratic societies have maintained that universal access to education is a right and a necessity. Yet the assumption that all Canadians have access to universal and equitable education does not hold up (Rioux, 1991). Although most people do have access to some form of education, the quality of that education is found to be inconsistent from province to province, from school to school and even within schools (Rioux, 1991). There remains an entire group of individuals — people with disabilities — who do not have access to regular post-secondary education.

It has been shown that children have been screened out of schools by being classified as "uneducable" according to eligibility criteria that is not value free. Even if an individual conforms to the student model for which the system of education has been designed, there is no guarantee that the learner will be successful by traditional standards such as grades. (Rioux, 1991). This screening process, based on a narrow definition of ability according to a person's share of "intellectual raw matter", has contributed to the existing social order which depends upon the individual's biological capacity to contribute to society and to learn. This translates into an education system that is not structured to provide people with an equal education or to enhance their opportunities and strengthen their abilities.

Therefore, despite marked improvements in providing education to persons with disabilities, many people are still denied the opportunity to learn in a non-segregated setting (Rioux, 1991; Richler, 1991; Vickers and Endicott, 1985). The *Charter of Rights and Freedoms* provides a legal forum for exploring these issues of equality in education and the right to inclusive education.

The *Canadian Charter of Rights and Freedoms*

In 1982, Canada repatriated its constitution and added the *Charter of Rights and Freedoms.* Key provisions under the *Charter* are those dealing with equality rights (section 15) and the reasonable limits (section 1) which circumscribe these rights. Under the *Charter's* equality rights provisions, section 15.1 states that:

> Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age, or mental or physical disability.

Section 15 of the *Charter of Rights and Freedoms* provides a framework within which policy and legislation affecting formal education can be analyzed, discussed and disputed (Porter and Richler, 1991; Robertson, 1987). Table A (page 16) illustrates a critical framework for evaluating post-secondary programming in terms of inclusiveness. Linking inclusive post-secondary education to a human rights framework and to the *Charter of Rights and Freedoms* puts inclusive post-secondary education on the social policy

agenda. It also promotes accessibility of education to all persons, including groups designated under human rights codes — people with disabilities, First Nations peoples, women and visible minorities. By placing education within this rights framework, a move would be made towards equality, self-determination and democratization for all.

Because the *Charter* does not *define* the term "equality", the courts have had to struggle with the task of doing so. In addition, section 23 of the *Charter*, dealing with language issues provides citizens of Canada, as described in sub-paragraphs (a) and (b), "the right to have their children receive primary and secondary instruction...." Although one can question whether or not the provision in section 23 of the *Charter* constitutes one's right to education, "all provincial education must now be read in the full light of the equality rights guaranteed by subsection 15.1" (Vickers and Endicott, 1985).

TABLE A

A Human Rights Framework for the Evaluation of Post-Secondary Programs

Criteria	Basis in legislation and policy	Indicators for post-secondary education
Equality	*Canadian Charter of Rights and Freedoms*; Section 15 - Equality Provision	• learners with intellectual disabilities participate in regular classes • learners attain educational outcomes consistent with their goals • needed supports for participation in post-secondary programs and for school-to-work transitions are made available in ways consistent with individual requirement, choice and control • identifiable practices and policies promote inclusion as reflected in genuine acceptance of people with an intellectual disability and their active involvement in the social fabric of post-secondary programs
Self-determination	*Canadian Charter of Rights and Freedoms*; Sections 2, 6, and 7 - Mobility Rights and Legal Rights Provisions	• learners with an intellectual disability can learn about, and gain access to, a program regardless of the nature of disability or intensity of their disability-related needs • learners with an intellectual disability are supported in identifying employment options consistent with their interests and aspirations and in securing supports for getting and keeping a job in their chosen field

Demo-cratization	*Canadian Charter of Rights and Freedoms*; Section 2 — Fundamental Freedoms	• people with an intellectual disability and their advocacy groups or representative organizations are involved in consultations and policy development concerning services and supports to improve access to post-secondary education • people with an intellectual disability and their advocacy groups or representative organizations are involved in the governance of post-secondary education programs, including the procedures and policies for appeals, grievances and admissions • local disability-related advocacy organisations have an awareness of post-secondary education issues and opportunities; they provide support and encouragement to learners with intellectual disabilities to get into, and stay in, post-secondary education • policies affecting people with disabilities are formulated and implemented in conjunction with or after consultation with people with disabilities and organisations that represent them

In order to better understand the equality provision under section 15 of the *Charter*, it is necessary to explore the concept of "equality of benefit". According to Vickers and Endicott (1985), equal benefit under section 15, in relation to education, implies that persons should receive the benefits of education in integrated settings. Furthermore, they should continue to receive such benefits "until they attain the same

level and skill as non-handicapped students or until they attain their full potential" (Vickers and Endicott, 1985). This right would, in turn, be subject to reasonable limitation under section 1.

Equal benefit looks to the end result — equality of outcome — rather than the means to that end, or "equality of opportunity". Rather than two students receiving five months of instruction (equality of opportunity) to achieve certification, one student may need ten months of instruction to achieve the same outcome — certification. In this way, both students benefit equally from the instruction, but have needed different levels of resources. In that case, it can be argued that the public should be responsible for providing the necessary funds to enable both individuals to acquire skills.

Chapter 2.

Defending Inclusive Education in the Courts

To date, there has been no challenge, under the *Charter* or human rights legislation, to denying a student with a disability access to inclusive post-secondary education. There are several examples, however, in which the *Charter* was used in courts to defend the right of an individual with a disability to non-segregated elementary or secondary education.

The Elmwood Case

Elmwood v. *Halifax County-Bedford District School Board*[2] in Nova Scotia, 1987, was the first case in which the *Charter* was used to defend a child's right to inclusive education. The case was initiated by the child's parents. They obtained an injunction prohibiting school board officials from transferring their son, Luke, from his regular classroom in his neighbourhood school to a segregated class at another school. The parents accused the district school board of denying their child his constitutional right to the equal benefit both before and under the education law and, under section 15 of the *Charter*, the right not to be discriminated against on the basis of his intellectual disability (McCallum, 1991). The school board

refuted the case on the basis that they retained the power to make all student placements under the education act. The school board denied that the practice of segregating children with disabilities by placing them in self-contained classrooms constitutes unlawful discrimination (McCallum, 1991).

Luke's lawyers used the *Charter's* section 2(d), the freedom to associate with other persons; section 7, the right to life, liberty and security of the person; and section 15.1. They argued that freedom of association meant freedom from segregation and that integrated education was a foundation for life, liberty and freedom from institutionalization and isolation.

Before the case came to trial, a settlement was reached in which the board agreed to allow Luke to remain in his regular classroom in his neighbourhood school. The proposed settlement was endorsed by the judge as it was deemed in favour of the child and consistent with the evidence presented to the court. Since the case was settled out of court, it did not lead to a binding judgement, nor did it establish a precedent that the right to an appropriate education for all persons with disabilities is guaranteed under the *Charter.*

The Rouette Case

In the case of *Commission des droits de la personne du Quebec (the Human Rights Commission of Quebec) and Rouette* v. *Commission Scolaire Regionale de Chauveau and Commission Scolaire Ancienne-Lorette-Montcalm,* the parents contested the boards' decision to place their son in a segregated setting in high school.[3] This case went to court and was appealed by the school boards before the Quebec Court of Appeal, which overturned the court's decision.

In the events leading up to the court case, Danny Rouette, who has Williams' syndrome, a congenital condition of unknown origin, attended class with his peers during the 1986-87 school year. In March 1987, a "placement classification committee" refused to allow Danny to attend regular classes at secondary school because he could not meet the academic requirements.

In 1987, Danny's parents brought their case to the Human Rights Commission of Quebec, which conducted over four years of hearings. The Commission concluded that there had been discrimination and that the case should be heard before the Human Rights Tribunal. On February 9, 1993, the Tribunal found that indirect and direct systemic discrimination had occurred and that the education law in Quebec confirmed the right to inclusive education. The judgement reads, "The Tribunal finds that persons in Quebec are entitled to an equal free public education without discrimination based on handicap and that the principle of the law is that all pupils will be taught in the most normal milieu possible while offering them, according to their needs, the measures of accommodation appropriate to their conditions."[4]

Although the existence of special education classes and schools was not found to be discriminatory, it was ruled that they do fail to promote the principle of equality. The Tribunal found that applying the standard rules of admission to Danny was an act of systemic discrimination. This was because it had the effect of excluding Danny and the majority of, if not all, students with intellectual disabilities. The Tribunal ordered the regional school board to compensate Danny and his parents monetarily. It required the board to immediately place Danny in a third-year class in secondary school and provide him with the materials and assistance necessary for his successful inclusion. The Tribunal also required that the school board provide a systemic solution in the form of an affirmative action program.

The school board appealed this decision to the Court of Appeal, asking:

(1) Is integration into a regular class a right protected by section 40 of the Quebec *Charter*, which guarantees the right to free public education to the extent of, and within the norms of, the law?

(2) Does the decision not to integrate Danny Rouette into a regular class, under the general high school education program, with supporting measures and an adapted program, constitute discrimination within the meaning of s.10 of the Quebec *Charter of Human Rights and Freedoms*? [5]

The Court of Appeal found that integration into a regular class is not an absolute right for students with disabilities and that section 40 of the Quebec *Charter* does not guarantee this right. Furthermore, the court found that the principle of equality should be analyzed as it applies to the right to public education and that the Quebec *Charter* does not guarantee the right to an integrated classroom for persons with disabilities. As to the ruling of systemic discrimination, the Court of Appeal found that there had been no systemic discrimination and found that the school board and the school had provided, as best as possible, the necessary accommodation for Danny's needs. The decision not to integrate Danny Rouette in the regular high school class with the appropriate supports, therefore, was not found to constitute a discriminatory act under section 10 of the Quebec *Charter*.

The Eaton Case

A more recent case in Ontario was *Eaton* v. *Brant County Board of Education*.[6] This case exemplifies the use of the *Charter* and the question of whether segregation against the wishes of the

child and her parents is a form of discrimination in contradiction of section 15 of the *Charter*. When she began kindergarten, Emily attended her local school. The Identification, Placement and Review Committee (IPRC) of the Brant County Board of Education had identified Emily as an exceptional pupil. At the request of her parents, the board determined that Emily should be placed, on a trial basis, in her neighbourhood school with a full-time education assistant to attend to Emily's needs.

This arrangement continued into Grade 1. However, by the end of that school year, the school board requested that Emily be placed in a special class for students with disabilities. The IPRC granted the board's request despite the parents' objections. The decision was upheld by the Special Education Appeal Board and, subsequently, by the Ontario Special Education Tribunal. Emily's parents applied for Judicial Review but this was later dismissed by the Divisional Court. This case was granted appeal by the Court of Appeal for Ontario in early 1994.

An injunction was granted to allow Emily to remain in a regular classroom pending the decision of the Tribunal. When that decision was rendered, Emily's parents provided education to Emily in their home for a term, rather than have her attend segregated classes.

In its decision on February 15, 1995, the Ontario Court of Appeal set aside the original decision of the Special Education Tribunal and allowed the Eaton's appeal. A hearing by a "differently constituted Tribunal" was ordered to adhere to the principles outlined in the judgement, written by Madam Justice Louise Arbour.

The most significant aspect of the judgement is that the constitutional right at issue was the right to equality, not the right to education. The judgement found that the Special Education Tribunal was not free to create its own

interpretation of equality in the context of education. That school officials acted in what they deemed to be "the best interest of the child" was not acceptable in the eyes of the Court of Appeal. Said Madam Justice, "The history of discrimination against disabled persons, which the *Charter* sought to redress and prevent, is a history of exclusion." She further stated that this judgement "pushes the educational choice in the broader context of equality rights, freedom of choice, and the community benefit which is derived from the early interaction of all members of society."[7]

The decision to place Emily Eaton in a special classroom for students with disabilities was deemed to be a burden or disadvantage to her and constituted grounds for discrimination under section 15 of the *Charter*. It was ruled that "a non-consensual exclusionary placement" should not be resorted to unless there are no adequate alternatives. Otherwise, it would be recognized as discriminatory. Madam Justice Arbour stated that the *Education Act* of Ontario has failed to mandate non-exclusionary education programs for students with disabilities.

These cases are important examples of how the *Charter* and provincial human rights legislation have been used to argue for the right to inclusive education and the guarantee of equality in education. The *Charter of Rights and Freedoms* has been an important tool in reframing disability within a human rights perspective. The *Charter* has provided advocacy groups, parents and families with a legal means to secure generic services for their friends, children and family members with disabilities. It has placed them in a position to demand the availability and accessibility of services. Furthermore, the *Charter* has positively influenced the self-image of individuals labelled as intellectually disabled and society's perception of them.

Chapter 3.

Institutional Policies Promoting Inclusion in Post-Secondary Education

Promoting inclusion in post-secondary educational institutions (institution in this context refers to colleges, post-secondary training programs and universities) is a natural step in the human rights movement that seeks to reformulate the educational system to include children with disabilities in elementary and secondary schools. An inclusive setting provides its own rewards for, and measures of success in, learning (Richler, 1991). Inclusive settings, from the primary school level up, demonstrate the possibility of accommodating the differences we perceive in one another. Bringing adults with disabilities into the post-secondary setting is a means of letting them know that options exist for them to learn and to live in their communities.

One parent interviewed for this study has worked to ensure that her son be in an inclusive setting since he began elementary school. She stated her concern in preparing for her son's transition out of high school:

> I found it very difficult to ensure for my son that he would not be dependent on a special program for learners with intellectual disabilities. But I have always

> remained committed. His friends were going to community college, and he wanted to do the same ... what should prevent me from fulfilling his wishes and giving him the freedom to choose rather than be categorized into specific, segregated programming, during his adult years?

Much of the responsibility for promoting and implementing inclusive practices has rested in the hands of parents and community and vocational colleges. Some colleges have developed policies promoting the inclusion of persons with disabilities in their classes. Other colleges, for various reasons, have not or are only beginning to do so. This has created much confusion and inconsistency in inclusive post-secondary education practice across Canada.

Aside from the *Charter*, what is Canada doing at the national level to promote inclusion in education? Is Canadian society willing to say that every Canadian student, regardless of disability, has a right to be included in their community college? Is society willing to commit itself to providing the financial and other supports necessary to make inclusive education a reality?

Legal, political and economic agendas affect the delivery of post-secondary educational services and largely determine the inclusion or exclusion of persons with disabilities. Legal, political and economic factors can either promote inclusion or generate powerful disincentives to inclusion. Cuts in federal-provincial transfers for post-secondary education will undoubtedly have an impact on services and supports to students with disabilities planning to attend, or currently attending, community and vocational colleges.

Establishing Institutional Policies

Institutional policy on inclusion can increase the chances that people with disabilities will have access to post-secondary programs. As a coordinator of special needs in Newfoundland stated: "With a policy, the program [for students with disabilities] receives the same benefits that all the other programs would get within the college community. Without such a policy, the possibility exists for the disintegration or lack of coordination of the program." Another college in Newfoundland does not have a policy on inclusion. However, its special needs coordinator would like to see a policy on inclusion developed, "so that if the administration changed over time, the value of the program will be preserved." Although the college administration has been supportive of her efforts as special needs coordinator and has not set any limitations on the inclusion program, she felt that an entrenched policy would provide a stronger base for the growth of inclusion at the college.

The barriers faced in the development of policy on inclusion are evident at the institutional level. Many colleges have open-door policies except when it comes to students with intellectual disabilities, when they are more than likely to set conditions for entrance or to prohibit their entry altogether.

In fact, there is a general lack of institutional policies regarding students with disabilities. A study was conducted of access to universities in Canada. Only 30 per cent of universities that responded to the survey had a specific policy regarding admissions of students with disabling conditions (Hill, 1992). The author of the study notes that the status of community college admissions policies with respect to students with disabilities is unknown.

Reasons for not having a policy on inclusion of persons with intellectual disabilities vary among colleges, according to interviews with administrators, coordinators, instructors and parents. The process of developing a policy can be long and arduous, requiring a commitment from all partners to having a college-wide policy. The process involves parents, teachers, administrators and, as much as possible, interested parties in the community.

Interviews with informants at several colleges revealed that, in colleges where administration does not already support the concept of including students with intellectual disabilities, it is easier to convince administration to accommodate students with physical disabilities than those with intellectual disabilities.

Lack of support for inclusion from college administration and instructors appears to be one of the primary obstacles to the development of an institutional policy on inclusion. At least one informant was reluctant to push further for a policy of including students with disabilities in university classes and decided to "lie low" for the time being. The reasons were primarily political. Initially, the coordinator of the program in question prepared a set of guidelines for inclusion and formal recognition of the program. The administrators and academics, however, feared "watering down" the institution's credibility and eligibility criteria by formally admitting students with disabilities. These academics and administrators remained committed to their definition of "good academic standing" of an educational institution. Following this reaction, the coordinator of this program and her colleagues "then decided to lie low in overtly promoting inclusion at the university policy level, primarily because the political climate of [this province] has imposed heavy fiscal cutbacks ... on post-secondary institutions." The coordinator said,

"Although our presence is known on the campus, we do not want to be the first thing to get cut.... As it is, we really run on what is, very much, a shoe-string budget."

Even parents can be apprehensive about establishing a formal policy in post-secondary schools promoting inclusion. For example, one Ontario parent who was interviewed felt that such a policy would label her son further. From her perspective, the best way to include her son was to find an instructor supportive of inclusive practices, "and then [to] work your way from the inside. Administrators are more likely to come to realize the benefits of inclusion when the instructors at the front lines with the student are willing to commit themselves to inclusion in colleges." Snyder points out, however, that if there were a specific policy supporting the inclusion of students with intellectual disabilities, it would not be necessary to strike deals with regular instructors one-by-one (Snyder, 1993).

Governing committees can also be a source of resistance to inclusive policy. When the outline of a policy was presented to the advisory council of a community college in British Columbia, there was apprehension among council members. The coordinator of services for students with disabilities said, "The policy we presented recommends inclusion, a commitment to equity, the elimination of barriers and that persons with cognitive disabilities *will* and *must* be included at the college." It was apparent that not only was the council sceptical about making changes, but that the wording "must" and "will" was not appealing. The policy has been shelved temporarily pending further changes to the college's governance structure.

Another college in B.C. has developed a policy that recognizes and affirms the rights of persons with

disabilities to be included in post-secondary education (CNC, 1994). The policy stresses physical accommodations to improve physical access to college buildings. In addition, the college's procedures for admission, testing and course delivery may be altered to accommodate students with disabilities. An interview respondent at this college said it was important for the student to know that "it is okay to be different and to learn in a different way and to ask for help. The role of the college is to create more opportunities for students, to accommodate and learn to help and teach [students] with a variety of needs."

Despite the absence of policy, inclusion is being practised. For example, the Community College Division of the Nova Scotia Department of Education has not yet recognized the need for a policy on inclusion. However, individual community colleges in that province have been including students with physical disabilities such as students with visual and hearing impairments and, very recently, students with intellectual disabilities.

Different Approaches to Inclusive Policies in Post-Secondary Education

Policy at the post-secondary level varies from setting to setting. Some institutions promote programs that integrate, some continue to segregate and still others are in "transitional" integration, incorporating both integrated and segregated learning situations as a transitional stage leading to full integration (Snyder, 1993).

Inclusion has, in some cases, been defined to include some or all of the following factors: placement in regular classes; age-appropriate material; provision of supports needed

to ensure inclusion; and the capacity of the system to provide these services without major barriers (The Roeher Institute, 1992). Other characteristics help to define the various approaches to inclusion. For example, some institutions have a college-wide policy that applies to all programs. Others have a policy that applies only to a specific integrated program. The following are examples of institutional policies on inclusion.

Emphasizing accommodation and modification

Differentiation between accommodation and modification is central to the inclusion policy of the Integrated Vocational Program at an Ontario college. Accommodations are supports provided within the classroom or college that make possible the participation of students with disabilities. Accommodations may include: technical aids and devices; structural changes to improve the physical accessibility of the classroom; interpreters; adaptations to print materials for those with visual or hearing impairments; and attendant support in the classroom or in vocational training. Modifications can include changes to work schedules, tests and assignments.

The program itself provides modifications of course objectives, tests and assignments. The Special Needs Office provides accommodations to students. Inherent in the program's goals is the idea "that a student gain a sense of self confidence and self-esteem which come from inclusion in an integrated educational setting." The students are given access to all program areas of the college with the exception of Aviation and Registered Nursing. Instructors and administrators can refer to the policy for details on making modifications to testing, assignments and evaluations of students.

Program-oriented policy

A community college in Newfoundland has developed a policy — which they refer to as a "philosophy" — for their General Vocational Preparation (GVP) Program. The principles and goals guiding the college's philosophy are:

- to enhance the employment opportunities and potential of students who face difficulties with learning in traditional ways due to developmental, physical, or environmental challenges;
- to provide students with challenging needs equal opportunity to access education and training;
- to provide students with specific marketable and transferable skills that lead to a fitting job based on their needs and capabilities;
- to enhance day-to-day routine living and social skills through full integration in college life;
- to provide students with an individual career plan based entirely on their strengths, interests and needs;
- to provide students with an opportunity to progress at a pace which is comfortable and realistic and to, therefore, increase their potential for success.[8]

These principles apply to the vocational preparation program itself. According to the director of this program, government agencies providing funds for students with disabilities feel more comfortable with the detailed structure of a program rather than an over-arching college philosophy. The vocational preparation program would not exist at this particular college "if not for the cooperation of chief administration," said the program coordinator. In comparing the policy's current principles with those developed eight years ago at the conception of the GVP program, it was found that

the logistics of the program have become more of a focus than the principles. Its rules and regulations have become so entrenched that they have tended to cloud over the principles. However, according to the coordinator of this program, the overriding understanding of the rights of persons with disabilities to inclusion in education and the community has been retained.

College-wide application

Despite the fact that the administrators at the college in the previous example are deemed supportive of inclusion throughout the college, the previously cited policy nevertheless applies only to one program. In contrast, a policy from a community college in Alberta presents integration as a policy for the entire college. At the same time, the policy sets out the "reasonable" level of services that should be available for students and the permitted modifications to integrate students with special needs. This college has outlined guidelines and procedures for "the provision of a supportive physical, academic and social environment" as a responsibility for the entire college. The policy qualifies students with special needs as those "who have either or both physical or mental conditions which adversely affect their ability to participate fully in the normal programs of the College."

Province-wide policies: Education Equity and Access

Technical institutes in Saskatchewan have developed services for persons with disabilities. In 1990, these institutes individually negotiated agreements with the province's Human Rights Commission. These agreements enabled the colleges to structure services and supports to give persons from the four designated groups under the Human Rights Code (persons of First Nations

ancestry, persons with disabilities, persons of visible minority, and women) full access to college services, with recognition of their right to do so.

The procedures outlined in the education equity policy developed at the provincial level represent an attempt to eliminate some systemic, discriminatory barriers to access. With this systemic focus, this education equity policy mandates a flexible planning approach that allows response to local needs, circumstances and resources (SIAST, 1994). The official policy statement includes the intention

> to assure the access to educational opportunities such that the proportion of students from Designated Student Groups to the total student body is the same as in the working-age population of Saskatchewan; and intends to assure that the rate of success of students in Designated Student Groups is the same as for the student body as a whole.

The procedures in this policy include:

- identifying and remedying discriminatory practices with respect to students and prospective students and, in particular, members of groups designated for education equity;
- provision of a diverse range of services and activities that promote the participation and the success of designated groups of students and which counteract discriminatory practices;
- assurance that these services and activities will vary from institute to institute as appropriate depending on student needs, staff needs, the nature of programs and services, and the particular culture of an institute;
- to develop strategies for identifying and breaking down systemic barriers to access and to success on the part of designated groups of education equity students.

Provincial policy on accommodation

The Provincial Advisory Committee for Training Services for Persons with Disabilities evaluated nine New Brunswick community college campuses. The committee forwarded recommendations to each campus and to the Department of Advanced Education and Labour, on how to enhance accessibility and improve their services. Some of the recommendations have since been implemented. Others are pending (New Brunswick, 1994). The recommendations focus primarily on physical on-site changes to make the colleges more physically accessible for people with visual and mobility impairments. The recommendations also touch briefly on the need for further development of in-class supports and teaching aids for students with disabilities.

Leadership for the Future

An interview with a consultant for the Canadian Labour Force Development Board (CLFDB) revealed that the CLFDB is now involved in assessing the establishment of occupational standards called for by the private sector. The Board is examining how these standards will affect persons with severe disabilities and persons with intellectual disabilities.

Barriers to post-secondary education, training and employment for persons with moderate to severe disabilities are common. Post-secondary entrance qualifications and occupational standards are entrenched in the labour and vocational training systems. People with disabilities are expected to meet the primary standards for participating in the educational system — standards based on competence alone. People are then faced with a similar set of criteria for entering the labour market.

Currently, most employers, training centres and post-secondary institutions presume that students are able to independently meet certain established competencies. If the student fails to meet the established competency, she or he will not receive the necessary credentials to qualify for a job. The CLFDB consultant pointed out that some persons may be unable to meet these standards without modifications or supports in the form of an assistive device or an attendant worker. Therefore, the consultant felt, it is important that the systems of education, training and employment be made to work for them.

There is an opportunity for college instructors and administrators to provide leadership and to make important contributions through that leadership to the educational community and the community at large. This opportunity is often missed. Institutions that, on their own initiative, develop policies on inclusion could lead the way towards integration as the norm across all colleges and programs. Institutions could strive to ensure the cooperation, support and understanding of all personnel (Snyder, 1993). Such leadership would be a major step in making essential changes towards achieving full inclusion.

Chapter 4.

Inclusive Practices in Post-Secondary Education

Parents and other family members become involved in post-secondary education as a natural extension of their efforts to include their children in regular elementary and high schools (Uditsky and Kappel, 1988). Although the parents' movement fostered the development of special education for students with an intellectual disability after the Second World War, the vision of inclusive schools has been expanded upon and its scope broadened.

Some parents fear that including their family member in a special class in post-secondary school perpetuates the label that was given to their child upon first entering the school system. Many parents interviewed for this study said they sought a means of including their children in the community. However, they did not necessarily seek a special program. They sought inclusion through the community college, where their children could build natural networks, learn new skills and continue friendships and foster new ones.

Simply helping colleges and universities open their doors to adults with disabilities does not address discriminatory practices and attitudes against persons with disabilities. What was "programmed childhood" in special

education classes at the primary and secondary levels has often lead to "programmed adulthood" — special education at the post-secondary level. This is not seen as acceptable (Richler, 1991).

However, special needs programs have been seen as a transitional step to full inclusion in the college as well as the community. Although this is a topic of controversy, interview respondents generally indicated that, in order for students to be integrated in the community, colleges must begin to be, if they are not already, open to the concept of full inclusion.

Perspectives on Inclusion

The literature review found surprisingly little material debating the advantages and disadvantages of integrated post-secondary education for students with an intellectual disability. There is now a small but growing body of literature reflecting the imperative to make universities and colleges more accessible to people with learning, mobility, hearing and sight impairments. Yet there is an absence of research on students with intellectual disabilities at the college and university levels. This may be because of their very nominal presence and assumptions about the appropriateness of their presence.

Interpreting the benefits of inclusion

Uditsky and Kappel (1988) note that the reasons to support the development of integrated post-secondary education are the same as those for supporting integration and community living in general. They include the following:

- it enables the development of many relationships,

where people with different interests can meet and share these interests;

- it is a societally valued experience, where the value of the education is passed on to the students;
- it enhances self-esteem and supports learning efforts;
- it improves employment possibilities through training and personal contact;
- it helps to prepare people for challenges and community expectations.

The authors note that the post-secondary educational setting is an ideal place to further the community inclusion because it provides:

- a generic setting;
- a broad-based perspective of human needs, where the philosophy allows for many needs to be met in a variety of ways;
- integrated activities and life-enriching experiences;
- a philosophy of life-long learning, where a variety of program options, modes of delivery and processes for getting and completing an education are provided at post-secondary facilities.

One advocate and parent of a student in inclusive post-secondary education believes that both persons with and without disabilities can benefit from inclusive practices. In her words, students with disabilities benefit from:

> the opportunity to be with peers, the fulfilment of their right to have an education, the opportunity to really be a part of society, the opportunity to further their employability regardless of certification because

> college life provides life experience. And including persons with intellectual disabilities in regular classes provides some positive peer role models.

This parent and advocate also pointed out that:

> students with disabilities give other students opportunities, such as learning about people from a diversity of backgrounds and abilities .... This is especially beneficial to students wishing to pursue work in the human services .... It makes them [students without disabilities] less intimidated by the negative stereotypes that are all too often attached to persons with disabilities and they find new ways to help break those stereotypic images.

One of the most profound influences that inclusive education has for persons with intellectual disabilities is that it raises their awareness of their right to exercise choices, develop self-advocacy skills and, more important, enhance self-determination. Many interview respondents described students becoming independent as adults when they came to realize that they have the right to make choices for themselves. College life gave these students the opportunity to find out about their likes, dislikes and interests. They learned to make choices and face the consequences of their decisions.

Inclusive education has challenged teachers to instruct in more practical, illustrative and dynamic ways to accommodate the different learning abilities in their classes. Although inclusion does not come without its difficulties in adjusting to change, teachers too have benefited from the diversity of the students in their classes.

The study found various interpretations of inclusive practices at the post-secondary level. Some respondents felt constrained in implementing what they believed, at least

philosophically, inclusion should look like. Some informants believed their colleges to be purely academic centres of learning. Others saw their college as a hub of the larger community that must change its structure and programming as the needs of the community changed. In the latter case, entrance requirements were flexible. An attitude of openness to change allowed the inclusion of persons with intellectual and physical disabilities to take place more readily.

According to the survey, teachers are concerned about inclusive post-secondary education. This finding was supported in interviews with educators. However, it was found that the teachers were most concerned about being inadequately prepared and feared not knowing what was expected of them and of the students. This was particularly the case when the teachers had little past experience working with students of differing abilities and backgrounds.

Seventy percent of those involved with inclusive post-secondary education who answered the survey questionnaire felt that students are not overly concerned about including students with disabilities. Students' concerns were often around the issues of credentials upon graduation. Some students feared, just as some of the teachers and administrators did, that their credentials upon graduation would not be taken seriously by potential employers who knew that students with disabilities were also enroled in their program. The survey indicated that few administrators are concerned about inclusion. It suggested, however, that administrators, in holding much of the decision-making power at the policy level, do have concerns about the practice of implementing strategies to enable inclusion in their college while maintaining access to diverse funding sources. Administrators also stated that, despite their own views on inclusion, they feel accountabie to the concerns of the

teachers of their institution. If teachers are concerned about inclusion, administrators are bound to take this into serious consideration in the development of a policy.

It is important to acknowledge that all people interviewed for this study felt the need to do more to integrate students with intellectual disabilities in their colleges. They did not, however, know how to go about it other than in a slow and cautious fashion, as much of the change has to be attitudinal as well as fiscal.

The Characteristics of an Inclusive Post-Secondary Environment

Most colleges had a combination of segregated, transitional and fully inclusive practices on the same site. Others had a mix of transitional and fully inclusive practices integral to the college, having reached a stage where segregated classes were no longer the norm. From prospective students' contemplation of post-secondary education, to their adjustment to college life and increased awareness of opportunities in the community, a variety of factors contribute to an inclusive post-secondary environment.

Gaining access to supports in post-secondary settings

Where does a student with an intellectual disability turn for assistance in being included in a post-secondary setting? This study revealed two access points for support: services specifically for students with disabilities or generic student services that serve the entire student population.

Some post-secondary institutions admit students with a disability into a program for students with 'special needs'. Consequently, the needs and concerns of those individuals

are the responsibility of a Special Needs Coordinator, also known as Coordinator of Services for Students with Special Needs. Colleges that do not have programs aimed specifically at persons with intellectual or physical disabilities admit those individuals through the regular college admission process.

Several smaller colleges in Atlantic Canada did not have a designated individual in charge of students with disabilities but had teachers or the college principal spearheading initiatives to include students with disabilities in their classrooms. In other colleges, coordinators of students with disabilities were often involved in much, if not all, of the negotiations between teachers and students for classroom accommodations and modification of learning materials. In fact, these people not only coordinated services, they provided a great deal of support as well. Some counsellors and coordinators work solely with students with disabilities. Others split their time among students with disabilities and students who have not been labelled as having a disability.

In some colleges, student services and supports are open to all students in the college, including students with disabilities. Student services departments are often the gateway to supports such as text readers, magnifiers or technical supports for hearing or visual impairments, despite the fact that students who have been labelled or who have identified themselves as having a disability would be the primary users of these services.

Supports to which students in post-secondary settings have gained access include tutoring in study skills and test-taking skills, psychologist's services for emotional counselling and modification of lessons.

In colleges that do not have specified programs for students with disabilities, the students may be given the

option to identify themselves as having a disability on the admission form. Once the student is accepted to the college, she or he has access to student support services along with the rest of the student body. Students with disabilities may feel more comfortable gaining access to disability-related supports through the department for student services, rather than through an office specifically targeting them. In either case, all students must be treated equally — with equal value and respect given to their needs and concerns regardless of the presence of a disability.

There are various titles of individuals who provide services to students with physical or intellectual disabilities. Individuals interviewed whose primary role was to provide coordination and service support to students with disabilities and to find ways to empower them were:

- disability services coordinators
- coordinators of services for students with disabilities
- special needs coordinators
- disability coordinators
- disability resources personnel.

Individuals who had expertise in working with people with disabilities, but who also worked with people who had not been labelled or identified themselves as having a disability were:

- student program coordinators
- student counsellors
- staff psychologists
- support services counsellors
- directors of student services

- college counsellors
- general student services coordinator.

As the job titles and responsibilities of these support persons may vary from college to college, understanding the nature of their work can be confusing. Their job description may change as the needs of students change and the programs or services geared to the student population are adapted to budget cuts and system adjustments.

Getting started: Entrance into the post-secondary setting

A student's entry into post-secondary education often depends on that student having a successful high school experience and planning in advance of leaving high school. The absence of adequate or effective planning in high school can impede the transition to post-secondary education and training. Many of the individuals interviewed felt that a more formal link between high schools, colleges and the larger community would make the transition from secondary to post-secondary education for persons with or without disabilities much smoother.[9]

According to a service provider working with persons with disabilities in Prince Edward Island, steps need to be taken upon high school graduation to find out what choices are available to these students. A respondent from Nova Scotia noted that public schools typically develop long relationships with their students, and that these ties should not suddenly break once the student is ready to move out into the community or to college. These relationships should "stretch out into the community and in community colleges to assist in individualized programming for the student".

Colleges doing outreach to the high schools often publicize their inclusive post-secondary programming to prospective students during Career Week. At local high

schools, colleges display and distribute information about attending their programs "in a supportive and inclusive environment." Opportunities to observe college programs and campus visits are often provided, giving the prospective student an opportunity to choose courses and see the college and its facilities.

Colleges told of distributing their brochures to as many community access points as possible, including points where they knew students with disabilities used services. These access points included local Associations for Community Living, offices of the Department of Social Services, social service agencies, support groups, churches, local cable television stations and high schools.

Some colleges take a one-on-one approach. For example, a college's special needs coordinator takes interested students in their last year of high school to the college for one day a week. This "transitional outreach program" enables the student to become familiar with the setting. Rather than distributing flyers and brochures, these colleges make personal presentations to area schools, a practice more prevalent in rural areas.

Despite outreach and printed materials, students often find out about programs through word of mouth. Teachers, aware of the desire of students to further their education, have been known to call and set up appointments with college program coordinators for students with disabilities or student services counsellors. Together, the teacher, student and coordinator or counsellor can discuss educational options.

Sometimes students are referred to a college by their parents and family. Others are referred by the government social and community social services department, which is in contact with students with intellectual disabilities for various reasons. Certain students are dependent on social

assistance. Others have been recently discharged from an institution or group home. In both cases, individuals are in close contact with representatives from provincial departments for financial and social assistance.

A common and clear message from respondents was that more partnerships among high schools, area businesses, parents and colleges are necessary. These partnerships can make information on inclusive programming readily available to students, prior to their high school graduation, to inform them of choices for employment or further education in inclusive settings. Several high schools in Nova Scotia have set up a program that provides the opportunity for their students with intellectual disabilities to develop "transition skills" for their move from high school to the community. Using an education program as the starting point, the student works with teams of key people to plan for possible vocational or post-secondary opportunities after high school. These teams may include a group of school-based resource persons and family members, acting as the transition team, and a local community transition team made up of social service agencies. Housing and leisure pursuits are also explored to prepare the student for a life of independence in the community (Nova Scotia, 1994).

Getting through the door: Entrance criteria

Once a student has made the decision to go to college, one of the first bureaucratic challenges is eligibility criteria. Some colleges, viewing themselves as small-scale universities, will not lower their entry requirements or waive traditional entrance exams for students with disabilities. These colleges tend to maintain eligibility for students with a Grade 10 to 12 literacy level. Meeting this standard of eligibility is not always possible for students with an intellectual disability.

Certain colleges have acknowledged the systemic problems facing persons with intellectual disabilities and have modified entrance criteria, finding other ways to assess a student's commitment and capacity to learn. The component common among all flexible admissions policies is an interview with the person with a disability. The key reason for the interview is to get to know the student as a whole person, not as a label or disability acquired in the past. In some cases, the interview is held at the home of the potential student, at other times at the school, depending on the college. Some program coordinators said they preferred to conduct the interviews at home to make an informal assessment of the student's behaviour in a familiar environment.

Some programs feel compelled to use competency tests, such as traditional psychometric tests, for funding-record requirements. Other programs feel that they can best place the student and meet their needs using such tests. In Newfoundland, for example, the Test of Non Verbal Intelligence (TONI) is used to place non-verbal students.

Most informants felt that, for non-verbal students particularly, traditional I.Q. tests, aside from labelling students further, are wholly inappropriate. Informants stressed that if tests were used in admission to inclusive programs, they should be used as heuristic tools — learning tools — for placing the student.

The deciding factor concerning whether a student will be successful in the college is the student's drive to learn and willingness to work with college staff to develop personal goals and work towards these goals while at college and afterwards. Students must express a desire to attend college, even though the prospect may be initially intimidating, and must show an aptitude to learn and demonstrate a desire to be a college student.

Some informants indicated that students may identify themselves as having an intellectual disability in order to gain access to college services that offer assistance and accommodation. However, some informants pointed out that students often express general frustration with having to be labelled in order to get services.

Classroom Practices

Individualized programming and instructional accommodation

The purpose of individualized programming and accommodation is to best meet the choices, interests and needs of the students. Sometimes when a student has been accepted into a program, the coordinator and the student map out a plan and explore goals the student may have upon entering college. These sessions are not only to find what course would best meet the interests of the student, but what supports the student may require to best meet his or her goals and the objectives of the course.

Sometimes the course instructor is told to expect a student with a disability in the class. In these cases, the instructor works with the student and the coordinator of services for students with disabilities, or someone in a similar position, to accommodate the student. In other cases, the instructor is not involved in planning unless accommodation would mean changing the course structure to suit the student. Some instructors, however, are not willing to make such changes.

Most often, individualized programming entails finding more about the student's interest and providing guidance in choosing programs and courses. Assessment of the supports a student may require — attendant services, peer

tutoring or technological assistive devices — is part of the process of individual accommodation. Although a student may be placed in a regular class, she or he may not necessarily use the same course materials as other students. These students may attend lectures with other students but their output of the course work may be modified to suit the student's abilities and capacities to understand the course material. Therefore, individual accommodation may involve program modification. This has often been controversial as some instructors resent modifying the course for one or two students. Nevertheless, individualized programming recognizes that students learn at different paces and will progress through a program at different rates.[10]

Instructional aids

A student in a regular class is learning with a group of peers. Extra individual attention may be required for a student with a disability. Rather than pulling that student out of the class, those interviewed deemed it a good practice to have the instructional assistant be in the class and assist all the students in the class. For example, the assistant may come in the class for one hour every day and assist the students one by one. She may spend more time with the student with the intellectual disability, but she does not enter the class to support that student exclusively. An instructional assistant in Newfoundland said,

> I do not go into the class and visit [student's name] first. I go to each student's desk, one by one, asking if they need assistance, if they have any questions that I can help them with. I inevitably do spend more time with [student's name], but actually sometimes he says that he's O.K. and doesn't need my help this time. So I feel that all the students benefit having an assistant, but I know that one or two may need me more than others.

Examples from colleges in Newfoundland and British Columbia illustrate that, for persons who have recently moved from a large psychiatric or residential facility, the community college's integrated atmosphere is foreign. Typically, a student will be brought in gradually, beginning with a few hours a week, increasing to a few hours every day to, in some instances, a half-day every day until the student feels ready to sit in on a class and integration in the classroom begins.

Students, in addition to developing long-term goals and strategies for achieving those goals, also set daily goals which they often record in a daily journal. In the journal, they state their daily goals and what was accomplished that day. This is also practised in vocational training programs in which an individualized, goal-oriented career plan is developed by each student.

Preparatory programs for students, in addition to Adult Basic Education literacy and numeracy courses, have been developed in some colleges to equip students for the social and academic rigours of the college environment. In the Adult Special Education program at a community college in British Columbia, students first enrol in a seven-month preparatory program (two college semesters). During this time, they are helped to choose college courses and learn about college life. They take classes in regular classroom settings with the assistance of supports and modification of course materials where necessary. For example, the students in this particular B.C. program have all indicated an interest in working in day-care. They are given trial assignments, introduced to courses and given field placements in the campus day-care. At the end of the seven-month period, the program coordinator does an assessment to see if the student still wants to be a preschool day-care assistant "because sometimes the student changes his or her mind .... He starts off thinking that he wants to

work with kids, but after being exposed to other college courses has had a change of heart."

Other students will apply to the Preschool Assistant Training (PAT) program, which was set up for students with intellectual disabilities. The classes are inclusive because Preschool Assistant Training students take most of their courses with students in the Early Childhood Education program. Said an interview respondent involved with this program, "Regardless of whether or not the student is accepted, the point of importance is that in the [preparatory] year, the institutional behaviour that was once exhibited by the student is usually broken." Essentially, students are enabled to work on their own self-directed life plan. An orientation period of one year (or in other programs, one semester) is essential to prepare the students and enable them to understand the choices available to them, as well as the responsibilities attached to those choices.

Accreditation

No single course or accreditation modification can be applied to all students because of the diversity of individuals and courses. In some cases, program modification results in a revised credit weight in credit programs. In other cases, a course or test may be altered to decrease the level of difficulty so that it matches the student's level of academic and social functioning. Evaluation procedures may also vary according to the other modifications.

Learning materials

One method of tailoring class materials to the needs and learning style of the student is through learning modules — blocks of learning material with a common theme (for example, a math learning module focusing on geometry).

Each module can be divided into smaller or shorter sections to make the learning process easier. The team designing individual programs can consist of the coordinator of programs or services for students, instructors, counsellors and the individual student. At the completion of each module, the student is tested on the module's contents. This test helps identify any learning difficulties and the program can then be appropriately modified. The programs can also be modified to overcome some of the learner's difficulties because of his or her disability.

Ways in which tests can be modified, summarized below, were taken from examples of program practices from across the country:

- tests modified from essay answers to short answers;
- questions modified from short answers to multiple choice, or simplified so the answer can reflect a basic understanding;
- fill-in-the-blank format modified to one that includes a few choices for each question, or a list of choices for all questions. This provides more visual information for the student to process;
- questions written in plain language format (only jargon and terminology essential to understanding concepts should be retained);
- test materials available in alternative format for students with visual or hearing impairments (text in braille format or on audio tape; written tests modified to oral tests);
- the need for more time to process information accommodated by giving some students more time to take a test or allowing them to take the test over several time periods rather than all at once (e.g.,

test length can be reduced or time to complete the test increased).

In the survey conducted for this study, it was found that over 85 per cent of persons who dealt with issues of inclusion felt that curriculum modification was an issue of contention. Across the country, informants reiterated that a key problem with program modification is that many college programs focus on employment standards and certification. Therefore, any form of modification means the program does not meet these employment and certification standards.

Vocational Training, Preparation and Certification

Many persons with intellectual disabilities leave segregated or even integrated high school settings to find they have few options for life in the community. Sheltered workshops or back-room jobs have little, if any, public visibility. Although students with an intellectual disability have an increasing presence in integrated vocational settings, studies indicate that vocational educators tend to lack the skills and supports necessary to successfully integrate them (Greene *et al.*, 1991). Other studies (West, 1993; Wehmeyer, 1992) suggest that a successful experience for students with an intellectual disability in post-secondary education requires that schools develop appropriate instructional strategies and promote self-advocacy skills in their students. Wehmeyer (1992) suggests that vocational and special educators should focus on developing, in students, abilities and attitudes that foster self-determination.

Of the many college vocational training programs for persons with intellectual disabilities that were studied for this project, only one program provided students with a diploma upon completion of the program as well as proof of completion of various skills and vocational requirements. Other programs provided, instead of a diploma, a certificate or transcript indicating the skills that were obtained and the courses completed. The controversy over certification is one reason diplomas are so rarely given to persons with intellectual disabilities. It may be too much to expect that all students with intellectual disabilities can achieve all that is required to obtain full college certification for technical positions such as welder, auto mechanic or hair technician. However, barriers should not prevent students from working in these settings, perhaps as assistants to welders, mechanics and so on.

Currently, demands for accreditation by various professional regulatory bodies prevent many persons with intellectual disabilities from obtaining jobs in technical fields, even as assistants. Some colleges are wary of providing certificates under these circumstances for fear it lessens the value of the certification. Employers have similar concerns. The alternative, therefore, has been to give students transcripts of work skills obtained.

There are programs that give on-the-job training for course credits and others that provide such training for no credits. The following are examples of vocational training programs available to students with disabilities at the community college level.

In Newfoundland, the General Vocational Program — a community college program — permits students to learn specific employment skills in an integrated setting. Depending on the interests that a student brings to the program, a student may enrol in a trade course or obtain on-the-job training and work experience in the community. Students are integrated into regular programs according to their interests. When this is not possible, they are integrated into regular worksites in the community in visible positions and the training is done in conjunction with the college.

Students can be supported initially on the job by a support worker while they learn the particular job tasks. Supports may be phased out or replaced as needed. In one case, the coordinator of the program recalls:

> The employer hired a student who was legally deaf. The student communicated so well, simply with pen and paper or signs, that the employer did not see the need of the intervenor or support worker.

The students work at their own pace. Those who complete all portions of the program for which they registered will be certified. Those students who did not complete all portions will receive record of what they did achieve.

All employers and supervisors are required to evaluate the performance of the student. The student as employee is rated for attendance, work habits, attitude, appearance, dependability and relationships with people. Students also must complete a job satisfaction form. Students have gained work experience at hotels, libraries, restaurants, bookstores, bargain-discount shops, in-store recycling projects, hardware stores, carpentry shops and hair salons.

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Central to the Preschool Assistant Training (PAT) Program in British Columbia is the hands-on training which involves students with intellectual disabilities with students in the Early Childhood Education (ECE) program. Those who have done the preparatory program prior to entering the PAT program are already familiar with the day-care environment when they begin the practicuum, unlike the ECE students. The ECE students learn from the PAT students, who have more practical experience. The PAT students, in turn, learn from the ECE students about their own role as assistant and about the more abstract or theoretical aspects of day care.[11] Reciprocal learning occurs between students in both programs.

There have been no recorded problems with certification in the PAT and ECE programs. Although both students obtain their practical skills in the same setting, the PAT students are trained to be certified aides or assistants to the ECE students, who are training to be certified supervisors. In terms of licensing, the students trained as aides are not included in the licensing ratios of trained day-care personnel to children. For example, in British Columbia, this ratio is one trained worker for every eight children. Only the supervisory workers are included in this ratio. The day-care aide provides support in the day-care environment.

Clear job descriptions for the students in both the ECE and PAT program have been developed in conjunction with day-care centres in the community. Skills the students learn in college are transferable, useful and meaningful in obtaining employment in that field after graduation.

Ontario has the only integrated vocational training program for students with intellectual disabilities that grants diplomas to its graduates. Integrated Vocational Training is a two-year program and has approximately 23 students currently enroled. Most of these students had been labelled in the past as having an intellectual disability and a few as having severe learning disabilities.

The first semester is devoted to career exploration. The student takes three academic courses and engages in approximately eight hours of field work per week. In the second semester, the student chooses an area of concentration and takes courses in that vocational field. The field work is also in this area of concentration. In the third and fourth semesters, students rarely change their area of concentration. Upon graduation, students receive a diploma in Integrated Vocational Training, in their area of concentration.

It has been suggested by respondents that colleges should begin to consider the possibility of providing accreditation to all its students, especially with the establishment of occupational standards. It is possible for students with intellectual disabilities to obtain accreditation without jeopardizing the credibility of their colleagues who complete an entire program for occupational credentials. Alternative accreditation involves individuals being considered for certification contingent upon receiving particular supports. This process is analogous to the driver's license: some people are given the license to drive on the basis that they wear glasses when driving.

If a person can only do part of a college or training program, there should be alternatives available, such as apprenticeship programs that take into consideration the supports the person will need to accomplish given tasks. A point to consider is, what will happen to persons with intellectual disabilities who are currently able to do jobs such as bartending, waiting on tables or maintenance, if they suddenly require certification to do the job they already perform successfully? It would not be in the best interest of the economy, nor the employer, to discriminate against a job applicant with a disability if Canada's long-term economic goal is to achieve full employment and a competitive labour force.

Transition Planning: Employment and Community Living

Within the context of the educational setting, what can be done to enable students in their transition from post-secondary education to employment? The literature review found little research specifically on the measures that can be taken by post-secondary educational institutions to ensure access by people with an intellectual disability to integrated and highly visible employment settings. Nevertheless, the "transition" literature does provide post-secondary institutions with useful "best practices" and effective strategies for assisting young adults with an intellectual disability to leave secondary schools and lead productive and fulfilling lives. Kohler (1993), for example, studied the literature to identify transition practices that have a positive impact on student outcomes. Three practices — vocational training, parent involvement and inter-agency collaboration and service delivery — were cited in over 50 per cent of the documents analyzed. At least one-third of the literature supported social skills training, paid work experience and individual transition planning as best practices.

Uditsky and Kappel (1988) caution against specialized transitional services exclusively for people with a disability. They suggest that artificial services for people with disabilities have proven ineffective. They also caution against an overly narrow view that the only option for adults leaving high school is work. Instead, they suggest a balanced approach with a broad range of choices. These authors recommend "community intensive training" — the training of students with an intellectual disability in community environments with inclusive job opportunities after school and in the summer months. They suggest that integrated post-secondary education provides this balance.

The Canadian Labour Force Development Board has established a set of principles for systems of transition into employment. These principles are valuable to persons going from secondary and post-secondary educational settings into the community (CLFDB, 1994). Transition systems must:

- support the development of meaningful employment opportunities (i.e., no student should be given skills training for a job that is non-existent);
- serve the diversity of needs, integrating principles and practices of equity into transition planning;
- incorporate appropriate mechanisms to evaluate and provide the basic skills necessary to work and learn in present and future environments (such as literacy, numeracy, communications and problem solving skills);
- ensure that skills and competencies are portable and transferable from one industry to the next;
- contribute to an effective labour market and to the economic viability of the country;
- develop, within the transition process, a built-in capacity to adapt to changing circumstances and job opportunities in the future;

- ensure that links are established among education, training and labour market partners to facilitate employment and individual progess.

Nova Scotia provides an example of transition planning for employment in the community for students with an intellectual disability. Cooperation is established among the educational institutions, the student and his or her family, and business and support services in the community. Individual Transition Planning (ITP) begins for students in their final year of junior high school. At this time, a transition team is put in place at the school level. The team is made up of teachers involved with the student's Individual Education Program (IEP) plus the parents or guardians and the student. This team carries out an assessment that identifies the needs, goals and interests of the individual to enable the student's successful integration in the community. It also establishes long-term goals, sets objectives to meet the goals, develops a strategic action plan for these goals and implements and evaluates the action plan. The team focuses its planning on:

- post-secondary education, vocational training or employment;
- living arrangements;
- leisure and recreation skills;
- personal management skills;
- personal and family relationships;
- medical services;
- financial arrangements;
- transportation;
- advocacy and legal services.

A community transition team — a group of social service agency representatives that supports youth with disabilities who are leaving the school system — is established. This team identifies and assesses local adult services related to student needs, develops a Transitional Individual Education Planning Process, evaluates and follows up on individual transition plans and liaises with the school transition team. A broader role of this team is to influence policy partners in education, government, vocational rehabilitation, community vocational services, post-secondary programs and recreation services.

Although this approach to transition planning exists now only at the secondary level, there is potential for it at the post-secondary level. For example, a program in Alberta has received funding to hire a "community facilitator" to work with a support group of parents, helping the family and student plan for the student upon graduation. The facilitator is closely linked with services in the community, to help the students find their desired jobs, housing and life pursuits. This process will enable students and their parents, usually their strongest supporters, to develop skills they will use in transitions throughout their lives. The process will also enable parents to foster independence in their sons and daughters. The program's director states that the program "tries to teach students about what they are entitled to; about their right to education and to leading a self-determined path to each individual's goals".

Summer is an ideal time for students to secure meaningful work experience in an inclusive setting. This program makes an effort to get students summer jobs. Other students find volunteer jobs in inclusive settings. All jobs, especially the ones had prior to the students' final year, are related to the students' life goals.

Chapter 5.

Systems of Support: Overcoming the Barriers to Inclusion

Those children who were labelled intellectually disabled as soon as they entered the school system have, all too often, had the label remain with them throughout adulthood as they sought needed supports and services. Once within a segregated system, learners have been virtually guaranteed a future of continued segregation in segregated classrooms, sheltered workshops and group homes. This raises important questions about the barriers adults with intellectual disabilities face in pursuing post-secondary education. As Uditsky and Kappel ask, "What does it mean to grow up knowing that continuing your education is not likely to be an option for you simply because you have been labelled? How do you maintain your drive when you know that you have been arbitrarily and summarily cut off from these opportunities?" (Uditsky and Kappel, 1988).

Funding Supports

In order to pursue post-secondary education, many students with disabilities require financial assistance. The government of Canada has proposed a new system for providing access to funding for students pursuing post-secondary education on a full-time or part-time basis. This new system involves major banks and other money lending institutions across Canada and will replace the existing system of Canada Student Loans. Individual banks may vary in the student financial services that they provide and, in the same way, terms of eligibility for funds may also vary. It may be too early to identify the implications of this new financial system for students with physical and intellectual disabilities. However, it is worthwhile to identify some of the components of the former student loan and financing system and how it has or has not responded effectively to the needs of students with disabilities.

The traditional sources of federal funding available to these students were the Canada Student Loans and Vocational Rehabilitation of Disabled Persons (VRDP). Students with disabilities receiving social assistance could also receive funding from programs set up by Human Resources Development Canada (HRDC).

As a program that funded post-secondary education, VRDP often directed students with disabilities into areas of study based on their apparent capabilities. It is likely that many students with disabilities, therefore, found themselves choosing courses and career paths according to the vocational orientation of vocational rehabilitation (NEADS, 1995). According to the National Educational Association of Disabled Students (NEADS) (1995), this form of "educational restriction" is common. Yet most students with disabilities are powerless to fight the system because it also funds accommodations they need to function on an equal basis with non-disabled students in an educational setting.

Another consideration is the length of time a student needs to complete a course of study at the post-secondary level. According to a recent NEADS study, 60 per cent of students with disabilities take longer to complete their studies as a result of their disability (NEADS, 1995). They also may find it necessary to take a reduced course load each semester. Under provisions in most loans programs, students with disabilities were penalized for taking a reduced course load. Only about 1 per cent of loans provided through the Canada Student Loans Program were given to part-time students (NEADS, 1995). While students were in school, the interest on their federal student loans was paid by the federal government. Full-time students were required to begin repayment of their loans within six months of either completing their studies or withdrawing from full-time studies. Part-time students, many of them students with disabilities, were expected to start paying their loans within one month of finishing their education or leaving part-time status. Therefore, students with disabilities faced difficulties not only in gaining access to funding for post-secondary studies, they were also likely to face difficulties in repayment.

All students will pay more for their post-secondary education in the coming years. However, the financial burden will be more onerous for persons pursuing partial course loads as part-time students. According to NEADS (1995), a student in part-time studies may have to pay ancillary student fees on top of tuition for each year. Furthermore:

> a student in full-time study taking a course over four years will pay ancillary fees for four years whereas a student taking a four year course over a six year period part-time will pay ancillary fees for six years leading to an overall higher cost for a part-time student's education (NEADS, 1995).

Securing funding for supports to take courses and programs at college is another complicating factor for persons with a disability. Post-secondary institutions are increasingly careful about allotting funds because of anticipated decreases in federal transfers for post-secondary education. They are concerned about taking on new endeavours, developing new supports or improving existing supports in ways that will require additional dollars. They are more interested in restructuring the system with existing dollars. The focus is on giving students with disabilities access to generic services, without making improvements or accommodations, rather than funding the coordination of supports for students with disabilities.

McNeil and Kelley (1993) have argued that there is a lack of integration of services and resources within the educational system. Funding for counsellors and coordinators of services for students with disabilities are being cut in many of the colleges contacted for the study. Without proper coordination in the generic service system to compensate for this type of change, many students with disabilities may fall between the cracks.

A common concern, in addition to the lack of funding resources, is the distribution of funds. Arguments spring up between institutions and government funders about funding specific projects; educational institutions argue among themselves. The result is havoc. Some colleges have worked hard at developing relationships with their provincial social service departments to secure funds for the creation, and continued support of, their programs.

Promoting Leadership and Community Awareness of Inclusive Education

Colleges that have managed to develop support services and inclusive programs for students with intellectual disabilities have often done so through the leadership of individuals committed to inclusion. In every college found to have inclusive practices in place, a leader was there to forge connections between the community and the college, working to alleviate apprehensions that educators may have about inclusive education.

Instructors have played an important role in convincing administrators of the need to promote inclusive education. Administrators have implemented strategies that enable instructors to conduct inclusive classes. Both have played important roles in promoting inclusion in policy and organizational change.

In Newfoundland, an instructor worked alongside the coordinator of services for students with special needs to ensure that a particular student had access to inclusive programming, a place to live and information on supports available to him in the community. In Alberta, British Columbia and Ontario, examples were reported where students were given the opportunity to study in inclusive post-secondary settings because individual instructors worked to give these students an opportunity to pursue their goals. In colleges in Alberta and B.C., this led to a greater willingness to accept students with intellectual disabilities. A college in Ontario has a vocational diploma program primarily because the individual initiative and perseverance of its coordinator carried it through.

Fostering leadership in order to promote inclusive education can, however, present challenges. According to advocates for inclusive post-secondary education in Ontario:

> allies within the system are hard to find ... and those in education are more and more reluctant to take on a high profile because of what they perceive to be possible ramifications of jeopardizing their jobs and positions in the college community.

One means of fostering leadership in inclusive practices is to establish a college-wide committee on inclusion. This practice is in its early stages at colleges in Alberta and British Columbia. In Nova Scotia, this practice can be found in some secondary schools as well as for the first time at the post-secondary level in that province. People on the committee would typically include one representative from each campus of the college, a representative of a self-advocacy group, parents, students and employers in the community. The committee can discuss breaking down barriers to inclusion and can develop clear guidelines on how the college will support students with disabilities.

Supports for Instructors

Negative attitudes of instructors towards including students with disabilities in their classroom are often based on fear and lack of knowledge about inclusive practices. Some instructors carry notions that are pervasive in much of society — that persons with intellectual disabilities are social misfits and deserving of a poor quality of life. This can lead to a decreased sense of responsibility on the part of the instructor for the progress of such students. Some fears, as one instructor in British Columbia stated, take the form of exclusive attitudes: "We need to exclude a capable student in order to include

someone who is not." Other instructors "are concerned that kids in trade programs already have low self-esteem, and that these kids will feel further devalued by having students with intellectual disabilities in their class." What can be done to enable teachers to become more aware of inclusive practices? What can be done to support and encourage instructors to practise inclusion in their classrooms?

Collaborative problem solving

Instructional styles and class structure may inhibit the participation of students with disabilities. Educators in post-secondary classrooms may lack the skills, or be reluctant to adapt or modify their materials or methods, to meet the needs of students with disabilities (The Roeher Institute, 1992; Getzel, 1992; Greene *et al.*, 1991). Some colleges do not give the instructors a choice as to having a student with an intellectual disability in the classroom. Said one instructor in Newfoundland:

> It would be unfair not to inform the instructor of the pending presence of a student with an intellectual disability in the class, but at the same time, it is unfair for the student not to be given the opportunity to learn about a subject or trade in which he will take an interest.

Student counsellors, coordinators of services for persons with disabilities, social workers and the students themselves can work with instructors to modify their courses and find out about community services available for consultation.

Collaborative problem solving is a useful strategy. It involves instructors working with other instructors, students and counsellors to assess learning or behavioral problems and to develop strategies for responding to challenges encountered by the student in class. This approach can be beneficial to all involved.

In-service training

Prior to the student joining the class, there must be an opportunity for the instructor to become sensitized to the nature of the student's disability. The primary purpose of in-service training is to compensate for a lack of training on how to accommodate the needs and interests of a student with a disability.

Effective in-service training can involve workshops, seminars or training sessions for faculty and staff on campus to sensitize them to the needs of students with disabilities (NEADS, 1995). In-service training has been particularly successful at several Ontario and Newfoundland programs in sensitizing both students and instructors to visual and auditory impairments and physical disabilities such as mobility impairments and accommodations for persons in wheelchairs. Community agencies, self-advocates and representatives from provincial and national agencies are brought into colleges to provide seminars and training. Although some colleges arrange such in-service training, the onus is usually on instructors to seek out training that will enhance their understanding of inclusion in post-secondary education.

Professional development

Instructors need opportunities to voice their concerns about inclusion and to share their experiences with one another. Several colleges indicated that the Professional Development Day held during the summer was the best opportunity for bringing instructors together to share stories and reading materials and find new ways of dealing with challenges. It is a chance to build morale and confidence. After such meetings, according to an instructor in New Brunswick,

"networks are often created. We can monitor the experiences of one another and check up on each other when we need input from another instructor about our techniques and experiences with students at our college."

Supports for Students

In order for education to be inclusive, students with disabilities need access to an educational institution that clearly communicates that every student, no matter what their need or disability, is welcome (Biklen, 1985; Brown *et al.*, 1989; The Roeher Institute, 1992a). Yet gaining access to generic supports is still a problem for students with physical and intellectual disabilities, as reflected in our survey responses. Only 50 per cent of college representatives who responded to our survey indicated that students with disabilities have access to generic support services such as writing labs and career counsellors.

The point from which students find their way to generic and specialized services is an important consideration. Some students feel intimidated by having to request specialized services, for example, from a special needs coordinator at an on-campus Office for Special Needs. A system has been set up at a Manitoba college where students with disabilities can gain access to services and learning supports through regular student service offices. This arrangement means the student does not feel further stigmatized. It conveys the message that the college acknowledges "it is proper to ask for help when you need it, because everyone at some point needs help, not just persons with visible or intellectual disabilities". This can also improve the self-esteem of the student with a disability.

Supports for accommodation

According to the survey, 76.9 per cent of respondents indicated that students with disabilities attending college have access to support in planning an individualized program and negotiating accommodations as required while participating in regular college classes.

Like instructors, fellow students of persons with disabilities may benefit from greater awareness of the issues and barriers faced by their peers. Seminars and discussions can be conducted on this topic in the class, not necessarily in the presence of the instructor or the student with a disability so as to allow students to ask questions more freely.

Another practice is to have the student with the disability answer questions posed by classmates about his or her disability, if he or she is comfortable with the arrangement. This can take place, in the presence of a college counsellor, the first week the student joins the class, "as a means of clearing the air and alleviating all curiosities and myths about disability at the onset," according to a student counsellor. This will, it is hoped, eliminate misconceptions about limitations on the student's abilities and make accommodation for the student, by the instructor and fellow classmates, more likely.

However, an ethical dilemma must be addressed: to what extent is disclosure to classmates about the disability of a student helpful or hindering? This is of particular concern to students who have psychiatric histories and their instructors.

Assistive technologies

Although some colleges do not provide assistive devices, many will assist students to secure the funding necessary to obtain the devices. It was found that a great deal of advocacy

on the part of the disability coordinator is sometimes needed to persuade government vocational rehabilitation programs to fund the required supports for students. Devices, technologies and assistants can be costly. For example, according to a special needs coordinator in Newfoundland, a laptop computer with voice synthesizer can cost upwards of $6000. Funding support workers or intervenors is the most expensive, at approximately $10,000 annually.

Assistive technologies for persons with disabilities currently in use at the post-secondary level in Canada include large screen monitors, giant keyboards, televisions, tape recorders, VCRs, telewriters, spell-checkers, wheelchairs, chairlifts, computers with voice synthesizers, braillers and talking and switching devices. Texts can also be transcribed into braille or transferred onto audio tape. New computer technologies are continually being developed to assist students in their daily work and in communication.

Informants pointed out the difficulty of forecasting, prior to the student's admission to college, the types of technological supports a student may require. Purchasing specialized technology is a major investment for the use of one student. Taking into consideration that a student's needs may change over time, the purchase of a piece of equipment that the student may only require while in college may not be seen as cost efficient by the college or an affordable investment for the student. Some colleges have found renting or leasing equipment to be a more cost-efficient means of obtaining needed supports for students with disabilities. This arrangement gives the student access to needed supports while in college and, as her or his needs change, equipment can be replaced.

Technology banks are another approach to meeting student needs while containing costs. The Special Educational Technology B.C. program (S.E.T.B.C.), which

has functioned successfully at the secondary level, has recently been extended to the post-secondary level and integrated into the Adult Services Pilot Project. At one time, the B.C. Ministry of Social Services gave dollars for equipment to students and colleges. More recently, the Ministry has set up the S.E.T.B.C. resource bank of equipment. The program also provides technical personnel to assist the student in making the proper choice of technology. These experts are familiar with using and maintaining the equipment. Because the Vocational Rehabilitation Service did not have experts on hand to help applicants with the technology, S.E.T.B.C. is an improvement according to those who use its services.[12] This referral system and leasing program makes assistive technologies readily available to students in colleges and universities.

In general, instructors and administrators who were interviewed are not fully aware of the specialized technology available to facilitate participation by students with disabilities.[13] Instructors and students need technical assistance in choosing the proper technology.

Counselling and peer tutoring

Some students may need aides or interpreters to assist them in their learning and their interaction with peers, and to assist teachers with the educational program. People with hearing impairments, for example, benefit from having interpreters to help them communicate in class and with their peers. Such assistance is often required for students with severe physical disabilities or multiple disabilities. Absence of a support services counsellor with the skills to counsel students with disabilities about problems that might arise is one barrier that can prevent the inclusion of persons with disabilities in regular classes (McNeil and Kelley, 1993).

Although professional staff will always be necessary to help resolve complex behavioral problems or individual learning difficulties, a network of skilled peer support workers such as note-takers and tutors is also worthwhile. Involving students without disabilities in a volunteer program has many benefits (NEADS, 1995). First, students with disabilities will find the help they need and, second, all students will gain greater awareness and sensitivity towards disability issues (NEADS, 1995).

In many programs, peer tutoring is available. Some student tutors are paid, with their hourly wages subsidized entirely by the college or partially by the student client. Other programs recruit volunteers in the class to be a "student buddy", to help the student with a disability feel comfortable in the class and included in the new college setting. The student buddy will also take notes, if necessary. It is obvious that students who take part in an effective volunteer program to meet the needs of students with disabilities require skills in the services they volunteer to provide.

Transportation

Many students with disabilities living in both rural and urban settings require publicly funded transportation to attend college (The Roeher Institute, 1992b). Students must have transportation to accommodate their disability (Asch, 1989; Campbell, 1989), such as a bus or van with specialized equipment or with features for easy access. Some urban areas have specialized forms of transit available but their hours of operation are often infrequent and students must book the service days in advance. Ideally, conventional public transport systems in urban areas would be modified to serve persons with disabilities along with other users.

In Newfoundland, the Department of Social Services will pay for the local transportation of the student to and from school. The practice of student car-pooling was also found to be common across Canada. In another arrangement, the students are driven to school by their support workers. In addition, non-profit organizations such as veteran's associations and War Amps have donated the services of a bus or van or taxi fare to the college.

Physical access to buildings and campus

Inaccessible buildings and campus grounds are barriers faced by many students with disabilities (Hill, 1992; West *et al.*, 1993). Accessibility to buildings and grounds is essential to enable students with physical disabilities to fully participate in all aspects of campus life. NEADS (1995) recommendations for architectural accessibility to buildings include:

- make buildings and classrooms accessible, with elevators ramps and curb cuts in all areas;
- maintain clear passageways and ensure that access is free of hindrances in corridors, hallways and tunnels;
- adapt lighting and signage on campus for the benefit of those with visual impairments;
- establish emergency procedures in all locations of the campus to ensure safe exit in case of fires and other emergencies.

Improvements, particularly in lighting and signage, can improve the accessibility and safety of the campus for all people. Furthermore, colleges should be accessible to students with visual impairments. This involves placing braille reference points throughout buildings.

Many colleges have retro-fitted their buildings to accommodate the physical disabilities of their students. New Brunswick's Department of Advanced Education and Labour has played an integral role in that province's development and promotion of strategies to improve the physical accessibility of community colleges. This department has provided all provincial colleges with recommendations for improving accessibility as part of a province-wide assessment by their Advisory Committee for Training Services for Persons with Disabilities from 1986 to 1994.

Chapter 6.

The Context of Fiscal Restraint

For people with disabilities, post-secondary education is not just a means to gain paid employment — it is also a door to community living. Education brings enrichment, personal growth, enjoyment, social interaction and the pleasure of gaining knowledge. Funding mechanisms such as cash transfers, loans and bursaries must have priorities other than educational outcomes that may eventually lead to employment in the competitive labour force. Funding mechanisms must place value on the financial contribution to learning.

A primary concern of the federal government, in terms of post-secondary education, has been the role colleges play in the creation of a highly trained workforce as an essential ingredient to the prosperity of the national economy. Central to this concern is the notion that all Canadians should have equal access to post-secondary learning (Canada, 1994; Leslie, 1993). The extent of the government's power to promote or deny a person access to post-secondary education is not clear. "Access", in this context, largely refers to resources needed to pay for rising post-secondary costs, as well as the ability of students to pursue higher education outside their province of residence. However, accessibility in the context of "education equity" — for persons with disabilities, people of

First Nations, women and visible minorities — is not addressed in federal legislation except the *Charter of Rights and Freedoms.*

Following the Second World War, initiatives by the federal government were set up to expand the system of post-secondary education in Canada (Leslie, 1993). With the return of war veterans following the Second World War, the federal government began to offer financial assistance to war veterans to attend university. In addition, it made direct grants to the universities themselves to help them accommodate this influx of war veterans. Federal support to post-secondary education in the provinces became more structured in the early 1950s. The federal government began to offer direct annual grants to universities on the basis of the population of each province and each institution's share of provincial enrolment (Leslie, 1993; Canada, 1994).

This first program of direct grants to universities was replaced by Established Programs Financing (EPF) cash transfers to the provinces in 1977. These transfers were equal to half the province's annual costs for operating post-secondary institutions. Under this program, the federal government funded universities, community colleges and, in some provinces, the final year of high school. Federal funds to post-secondary education did not come with a set of conditions. Consequently, much of the responsibility for the distribution and allocation of the funds to institutions was left to the discretion of the provinces.[14]

Implications of Federal Budget Cuts to Post-Secondary Education

Despite the need to promote accessibility to post-secondary education from a human rights perspective, many people agree that there has always been a lack of financial incentives

from the federal government to promote accessibility. This limits the provinces' achievement of inclusion objectives (Leslie, 1993). At the time of the study, the current federal budget, made public on February 27, 1995, is casting a darker shadow on the future of inclusive post-secondary education in Canada and on the supports currently available to students with disabilities within post-secondary educational settings.[15]

With its new budget, the federal government is putting all responsibility for post-secondary education, health and social services in the hands of the provinces. Essentially, the federal government is sending its social transfers to the provinces in block funds. This leaves the provinces free to allocate the funds as they wish, and free to decide which programs and services are important enough to continue receiving funding. How they will decide is not certain.

Increases in tuition

NEADS is concerned that phasing out transfer payments to the provinces will force the provinces to increase tuition fees or deregulate fees entirely, allowing university and colleges to set their own fee structures (Charron and Froese-Germain, 1995). This would represent a fundamental transfer of responsibility for funding post-secondary education from the provinces to the students.

Elimination of service coordination

Certain providers of disability services to students in community colleges interviewed for this study had already been told their jobs were redundant due to fiscal constraints at their colleges caused by budget cuts. Cuts to student services often translate into cuts to services for students with disabilities. Service coordinators who enable students with disabilities to participate in classes and use college services

see their positions threatened. A student services provider and coordinator of services for students with disabilities commented,

> My job [as Disability Services Coordinator] is being eliminated. The college is undergoing major restructuring as are most of [the province's] institutions dependent on government financing. Services for students with disabilities will not exist in a coordinated fashion if there is no one to do the coordinating. Students with disabilities will be pretty much on their own to overcome the barriers they face in accessing services in the college, for things that the rest of us take for granted, like getting a library card. It's going to become a lot harder to organize things like individualized programming and accommodations to get the students with disabilities in the classrooms with all the other students, if there is no money or person to coordinate it all.

Establishment of competency-based national employment standards

Concerns have been raised about the effect national employment standards will have on individuals with disabilities. These standards will affect the admission criteria at vocational training and community colleges. They will also affect accreditation requirements, already a difficulty for students with disabilities in the transition from post-secondary education to employment and from high school to independent life in the community.

It must be understood that people with disabilities do not get as much education and training as the general population. Persons with lower levels of education find it more difficult to secure well-paying jobs. This means education and training are necessary to improve the prospects for persons with disabilities in their quest for employment (The Roeher Institute, 1992a).

Coming to terms with the Canada Health and Social Transfer (CHST)

The introduction of *The Budget Implementation Act, 1995*, Bill C-76, by the federal government led to the amendment of the section of the Federal Provincial Fiscal Arrangements and Federal Post-Secondary Education and Health Contributions Act (EPF) and has eliminated the Canada Assistance Plan. All of these programs have been replaced with the newly created Canada Health and Social Transfer (CHST). The CHST is a new financing mechanism through which the federal government will contribute to post-secondary and social service programming and to health care. The CHST is synonymous with block funding.[16] All the dollars in the CHST will be distributed in block funds to each of the provinces and territories. The only condition placed by the federal government on the provinces concerning how its cash contributions for social assistance, post-secondary education and services must be spent is that residency requirements cannot be set on potential consumers of services.

In reaction to this change to the funding structure of post-secondary education, provinces have already tabled increases to university and college tuition. For example, Ontario's provincial government will be decreasing cash transfers to colleges and universities and will, therefore, be passing the difference on to the students. Essentially, the Ontario government will increase student tuition by 10 per cent and has given the universities the flexibility to increase their tuition by an additional ten percent. Therefore, post-secondary tuition in Ontario could increase by as much as 20 per cent. Other provinces are expected to follow suit. The reduction of federal transfers to the provinces for the financing of post-secondary education, therefore, is substantially increasing tuition fees, as well as creating further anxiety among students and university administrators

(Osberg, 1994). It is possible that this may lead post-secondary institutions to put limits on the number of dollars that they are willing to spend on each student. These limits may be placed disproportionately on students with disabilities.

Conclusion

Inclusive post-secondary education in Canada is reflected in a variety of practices in the classroom and in policy initiatives that attempt to bridge the gap between educational institutions and the communities they serve. What is interpreted as an inclusive setting to one person may be deemed to be segregation to another. In practising inclusion, as in embracing social diversity, there will be difficulties in accommodating individual learning differences while providing quality education for all students.

Equality provisions under the *Charter of Rights and Freedoms* have been tested in court through cases in which students were denied access to inclusive learning settings in secondary and primary schools. To date, however, there is no record of legal cases brought forth in which a student was denied access to post-secondary education because of a disability. Although the concept of equality has undergone much interpretation, the difficulty of implementing the formal concept of equality in classrooms and colleges persists.

Although the primary focus of this study has been the issue of inclusive education as a human right, it is important not to ignore the fact that adults have the right not to pursue post-secondary education. Inclusion in post-secondary education is but one means of promoting inclusion in community living. However, the option of pursuing studies after the age of 21 must be available to persons with disabilities as it is available to people who have not been labelled intellectually disabled.[17] Though it is a

human right, the struggle to promote inclusion in post-secondary institutions continues.

In addition to providing descriptions and explanations of the practices that promote inclusion in colleges, interview respondents for this study provided simple recommendations for teachers and administrators who have sought to initiate inclusion in their college. Commitment from college administrators and teachers to the concept of inclusion was the most important factor, according to all respondents, as well as being the hardest to achieve. In addition to the often difficult process of attitudinal changes, they recommended:

- cultivating allies and supports for promoting a philosophy of learning for all students;
- promoting funding schemes for supports rather than for "special needs" program development;
- providing assistance in individual program planning for students and for teachers involved in the planning process;
- making buildings more physically accessible for persons with visual impairments and mobility impairments;
- ensuring that campuses have better lighting and signage to improve safety for all students;
- encouraging strong family support and community involvement;
- enabling the participation of students in the design of support services and in the evaluation process (it is essential to understand whether the students' needs are being met by the existing structure and, if not, why).

Practitioners of inclusion must recognize, according to many respondents, that there is no way of copying an inclusive program from one college into another. It is essential that each college program or support system take on the character and interests of the students that will be enrolling.

The state of inclusive post-secondary education in Canada cannot be contemplated outside the context of fiscal restraint. The promotion of inclusive education is not entirely dependent on dollars; however, prospects for funding innovative programs, assistive devices and student loans are dwindling. Therefore, the complex practice of creating new and constructive methods of "doing more with less", without sacrificing quality of education, will be increasingly prevalent in education in the years to come.

It is becoming clear that the Canadian government, businesses and employers cannot afford to discriminate against persons on the basis of work competency levels. Although many colleges continue to stress academic and vocational certification and competency requirements for admission and graduation, other colleges have come to understand that education can also mean a variety of learning experiences for people with a diversity of learning styles.

Appendix A

Methodology

Information for this study of inclusive post-secondary education was collected from various sources in three main categories: 1) policy documents and program information; 2) interviews with key informants; and 3) a survey questionnaire. Policy documents and reports included relevant literature that addresses post-secondary education, inclusive education, human rights, intellectual disability and inclusive practices.

A total of 71 survey questionnaires were distributed to administrators and instructors at community colleges across Canada. At the final tally, the response rate for the questionnaires was 57.7 per cent — survey answers were received from 40 respondents.[18]

Thirty-five telephone interviews were conducted with representatives from various community and vocational colleges, education consultants, policy consultants at the provincial ministries and boards of education, employment agencies, administrators, instructors and parents. These interviews were a fundamental part of the study, primarily because the literature on the subject of inclusive post-secondary education is limited.

Appendix B

Statistical Tables

The following statistical tables provide demographic information on the numbers of students with disabilities who are currently enroled in post-secondary education in Canada. The data source from which information for these tables was obtained is Statistics Canada's 1991 Health and Activity Limitation Survey (HALS) of persons with disabilities residing in private households.[19]

Several limitations to this data must be taken into consideration. Relying as it does on self-reporting, HALS does not lend itself to high levels of precision regarding the nature and cause of disability. Furthermore, as HALS uses a self-reported sample, this sample tends to exclude those individuals with more severe or multiple disabilities. HALS provides data on physical disabilities such as mobility, agility, sight, hearing and speech. Learning disabilities, mental health conditions and intellectual disabilities fall under the HALS category of "Other". There is no further specified categorization of "Other" to identify exact numbers of individuals with an intellectual disability, the type of intellectual disability or the point at which the person was labelled as having a disability.

TABLE 1.

Number of Post-Secondary Students Age 15 to 64 Years, with Disabilities, by Province and Territory in Canada, 1991

PROVINCE OR TERRITORY	NUMBER OF STUDENTS
Newfoundland	610
Prince Edward Island	260
Nova Scotia	2,930
New Brunswick	1,915
Quebec	23,005
Ontario	44,485
Manitoba	4,485
Saskatchewan	5,095
Alberta	9,040
British Columbia	19,970
Yukon Territory	175
Northwest Territories	175
TOTAL — CANADA	112,200

Source: Statistics Canada (1994), *Selected Characteristics of Persons with Disabilities Residing in Households: 1991 Health and Activity Limitation Survey. Catalogue 82-555. Occasional.* Table 2.8.5, p. 25. Ottawa: Minister of Industry, Science and Technology.

TABLE 2.

Number of Persons with Disabilities in Post-Secondary Programs Taking Courses Towards Various Desired Academic Outcomes, by Province and Territory in Canada, 1991

	NF	PEI	NS	NB	PQ	ON	MB	SK	AB	BC	YT	NWT	TOTAL
Non-university certificate or diploma	305	—*	770	570	9,295	16,810	1,470	1,665	2,870	9,710	70	105	43,705
University certificate or diploma below the Bachelor level	—	—	415	630	3,480	2,700	455	370	1,220	—	40	—	10,420
Bachelor's degree	—	155	1,160	415	5,235	11,975	1,865	1,980	3,230	6,815	—	35	33,005
Post-graduate degree	—	—	—	—	2,350	3,125	360	570	560	—	—	—	8,070
No degree, diploma, or certificate sought	—	—	535	—	2,695	9,875	330	470	1,145	1,425	30	—	16,940
Not specified	—	—	—	—	—	—	—	—	—	—	—	—	—

Source: Statistics Canada (1994), *Selected Characteristics of Persons with Disabilities Residing in Households: 1991 Health and Activity Limitation Survey. Catalogue 82-555. Occasional.* Table 2.8.5, p. 25. Ottawa: Minister of Industry, Science and Technology.

* — Sample size was not statistically significant.

TABLE 3.

Numbers of Students with a Disability Requiring Modified Building Features or Services to Attend School, for Canada, Provinces and Territories, 1991

PROVINCE	NUMBER OF STUDENTS
Newfoundland	405
Prince Edward Island	—
Nova Scotia	595
New Brunswick	—
Quebec	4,005
Ontario	8,860
Manitoba	715
Saskatchewan	895
Alberta	2,685
British Columbia	2,105
Yukon	—
Northwest Territories	35
TOTAL— CANADA	20,715

Source: Statistics Canada (1994), *Selected Characteristics of Persons with Disabilities Residing in Households: 1991 Health and Activity Limitation Survey. Catalogue 82-555. Occasional.* Table 2.8.6, p. 26. Ottawa: Minister of Industry, Science and Technology.

TABLE 4.

Numbers of Students Requiring Specific Building Accommodations in Schools for Canada, Provinces and Territories, 1991

	Canada	NF	PEI	NS	NB	PQ	ON	MB	SK	AB	BC	YT	NWT
Accessible Buildings	11,060	390	—	—	—	1,995	4,380	400	—	1,590	1,340	—	30
Accessible Classrooms	11,005	390	—	—	—	1,770	4,310	455	—	1,725	1,420	—	35
Accessible Residences	6,390	265	—	—	—	—	2,355	385	—	1,590	—	—	30
Accessible Washrooms	10,990	385	—	—	—	1,705	4,575	375	—	1,810	1,365	—	30
Suitable Transportation	15,170	395	—	—	—	3,405	5,385	610	820	1,940	1,830	—	30
Other	8,820	250	—	—	—	—	4,270	375	—	1,645	—	—	20
Not Specified	112,770	660	295	4,040	4,570	21,185	54,650	1,480	3,565	11,710	140	150	330

Source: Statistics Canada (1994), *Selected Characteristics of Persons with Disabilities Residing in Households: 1991 Health and Activity Limitation Survey. Catalogue 82-555. Occasional.* Table 2.8.6, p. 26. Ottawa: Minister of Industry, Science and Technology.

TABLE 5.

Numbers of Students Requiring Assistive Aids, Devices or Services to Participate in Classes, for Canada, Provinces and Territories, 1991

	Canada	NF	PEI	NS	NB	PQ	ON	MB	SK	AB	BC	YT	NWT
Notetakers, Scribes and Readers	8,395	—	—	—	—	—	3,210	360	660	505	2,130	—	—
Tutors	12,420	—	115	400	425	—	4,920	515	655	1,115	2,965	—	30
Computer Access	10,090	310	—	—	—	—	3,855	—	930	770	2,365	—	25
Talking Books	3,400	—	—	—	—	—	1,075	—	—	—	—	—	—
Magnifiers	6,680	—	—	—	—	—	1,285	—	—	810	3,120	—	—
Braille Texts	1,305	—	—	—	—	—	—	—	—	—	—	—	—
Oral or Sign Language Interpreters	2,140	—	—	—	—	—	—	—	—	—	—	—	—
FM System or Tape Recorder	7,450	—	—	—	—	—	3,095	—	765	505	1,285	—	25
Attendant Services	5,655	210	—	—	—	—	1,675	—	—	715	1,145	—	—
Other	11,530	—	—	—	—	—	3,775	—	860	715	5,040	—	25
Not Specified	113,285	700	300	4,020	4,580	21,205	54,835	1,515	3,660	11,850	10,140	150	330

Source: Statistics Canada (1994), *Selected Characteristics of Persons with Disabilities Residing in Households: 1991 Health and Activity Limitation Survey. Catalogue 82-555. Occasional.* Table 2.8.6, p. 26. Ottawa: Minister of Industry, Science and Technology.

Notes

1. Minow (1985) and Sutton (1991) are attempting to develop a framework by which to analyze how well theories on equality rights can be understood in the practical context of inclusive classrooms. Minow (1985) looks at this "dilemma of difference" in the promotion of equality in inclusive education. According to Minow, this dilemma of difference often results in categorizing people, with little to bridge the categories. Sutton (1991) has attempted to further discuss the concept of equality in education by looking at "inputs, throughputs and outputs". "Inputs" are the financial, physical and human resources put into education; "throughputs" are what happens to students within the education system and "outputs" are what students achieve when they leave the system. Frederickson (1990) and Marjoribanks (1991) warn that, as we develop curricula to promote equality and accommodate individual need, we should guard against creating another system of segregation, depriving students of opportunities to learn with, and from, their peers.

2. See *Elmwood* v. *Halifax County-Bedford District School Board.* Settlement Minutes. May 1987.

3. See *Commission des droits de la personne du Quebec (The Human Rights Commission of Quebec) and Rouette* v. *Commission Scolaire Regionale de Chaveau and Commission Scolaire Ancienne-Lorette Montcalm.* [1993] 18, C.H.R.R. D/48, pp. 433-484.

4. *Ibid.*, p. 434.

5. See *Commission Scolaire Regionale Chaveau and Commission Scolaire Ancienne-Lorette Montcalm, Commission Scolaire de la Jeune Lorette* v. *Commission des droits de la personne du Quebec and Louise Gervais, Jean-Marc Rouette, Danny Rouette.* [1994] 21, C.H.R.R. D/23, pp. 189-210.

6. See *Eaton* v. *Brant County Board of Education.* [1994] Court of Appeal of Ontario, C1214.

7. *Ibid.*, p. 22.

8. *Operational Guidelines: Programs for Special Needs Students,* Westviking College, Stephenville, Nfld., June 1993.

9. It is important to note that only some persons planning to enter post-secondary education have been so fortunate as to come from high schools, even fewer from inclusive high schools. Some of the community colleges with inclusive programs have not yet had students coming directly from high school. For example, in one Newfoundland community college, the majority of the students in the General Vocational Preparation Program have come from elsewhere in the community, including psychiatric institutions. Some students with an intellectual disability coming to the colleges from high school have come for assistance in literacy and have, therefore, enrolled in the Adult Basic Education classes.

10. Individually tailored programming may also involve specialists. After reading the file of the student, the consultant reviews test results arising from program placement discussions. Strengths and weaknesses in the student's learning are charted out and the course may be designed or redesigned according to the resulting framework.

11. Students with intellectual disabilities have been found to excel more in the practical aspects of the training than in abstract, theoretical course work. PAT students generally prefer tangible ways of applying skills they learn. Activity-based learning has been beneficial to students with intellectual disabilities.

12. Students require documentation attesting to the existence and type of disability, and they must be registered in at least two courses. The technology is given to the student and the college over the period of time that the student remains enrolled. The Ministry assumes that the student will be able to purchase the equipment upon graduation or with the assistance of their future employer; otherwise, the student must return the equipment.

13. See The Roeher Institute, *How It Happens: A look at inclusive educational practice in Canada for children and youth with disabilities.* North York, Ont.: The Roeher Institute, 1992.

14. Human Resources Development Canada (HRDC) estimates that federal support for post-secondary education currently totals $8 billion annually (Canada, 1994). The largest portion of this amount, $6.1 billion, is transferred to the provinces each year under the EPF arrangements (and consists currently of $3.5 billion worth of tax credits and $2.6 billion in cash). It is estimated that, with federal budget restraints, total federal contributions to the provinces for post-secondary education will continue to decline. (Canada, 1994). Although the tax points transferred to the provinces under EPF are expected to increase, the cash component will continue to shrink. It is predicted that within a decade, the full post-secondary transfer would be financed solely by tax points.

15. The federal government will reduce financial transfers to the provinces by $2.5 billion in 1996-97 and $4.5 billion in 1997-98 (Greenspon, February 28, 1995). This brings the transfers to health, welfare and post-secondary education down to $25 billion from almost $30 billion. These figures do not include the $1.5 billion in cuts to transfer payments in the previous year's budget (Greenspon, March 4, 1995).

16. There are two types of block funding familiar to Canadians: those with conditions attached to the funds (i.e., EPF funds for health care) and those without conditions (i.e., EPF funds for post-secondary education).

17. Currently, by legislation, secondary schools cannot sustain a student beyond 21 years of age.

18. Respondents were given the option of responding "not applicable" to many of the questions on the survey. Therefore, the total number of respondents providing affirmative [yes] or negative [no] responses (represented by the symbol "n") to some questions, is less than the total number of respondents (represented by the symbol N; N=40) for the entire questionnaire. The respondents who indicated "not applicable" or who did not answer the question were noted as "missing" data when questionnaires were processed and analyzed.

19. These data are taken from relevant tables in: Statistics Canada (1994), *Selected Characteristics of Persons with Disabilities Residing in Households, 1991 Health and Activity Limitation Survey, Catalogue 82-555, Occasional*, Ottawa: Minister of Industry, Science and Technology. Because the information on post-secondary education did not provide a more detailed breakdown in age categories, the tables are restricted to the broad age category of 15 years to 64 years of age.

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BUILDING BRIDGES

Inclusive Post-Secondary Education for People with Intellectual Disabilities

"His friends were going to community college, and he wanted to do the same ... what should prevent me from fulfilling his wishes and giving him the freedom to choose rather than be categorized into specific, segregated programming, during his adult years?"

...a parent

"It is okay to be different and to learn in a different way and to ask for help. The role of the college is to create more opportunities for students, to accommodate and learn to help and teach [students] with a variety of needs."

...a college representative

"The policy we presented recommends inclusion, a commitment to equity, the elimination of barriers and that persons with cognitive disabilities will and must be included at the college."

...a coordinator of services for students with disabilities

Everyone who is motivated can learn, say some community colleges and post-secondary training institutions. For them, "everyone" includes people who have traditionally been denied access to education at all levels — persons with different learning abilities. These places of post-secondary learning are building bridges between the world of isolation, poverty and exclusion that most people with intellectual disabilities experience and the world of inclusion, membership and contribution.

Building Bridges

- examines how these institutions of learning are designing accessible programming
- looks at what they are doing in the classrooms and how the learning environment is organized
- details the legal and policy levers that support their undertakings
- asks how our society and our institutions of learning can ensure that all learners develop to their full potential, regardless of ability or learning style.